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PM

PUBLIC MANAGEMENT

INSIDE

-
- 2** 90 YEARS OF PROFESSIONAL ETHICS
-
- 6-9** ICMA'S CENTENNIAL LEGACY
-
- 10-55** PROFESSION AND CULTURAL CHANGE
-
- 56** THE FINAL WORD

Celebrate

100 YEARS

1914

2014

OF PROFESSIONAL LOCAL GOVERNMENT MANAGEMENT



CELEBRATING 100 YEARS

introduction

6 Celebrating Our Heritage, Preparing for Our Future

Robert O'Neill, WASHINGTON, D.C.

8 ICMA's Centennial Legacy

Scott Hancock, ANNAPOLIS, MARYLAND, and Alison Ortowski, SOUTHLAKE, TEXAS

9 Recognizing ICMA's Commitment to Public Service

Joan McCallen, WASHINGTON, D.C.

features

10 1914: Celebrating the Centennial of ICMA and Modern American Government

Richard Stillman, DENVER, COLORADO

14 My Lunch with Richard

Sheldon Cohen, ANDOVER, MASSACHUSETTS

16 Legendary ICMA Directors

David Arnold, FALLS CHURCH, VIRGINIA and Elizabeth Kellar, WASHINGTON, D.C.

22 Ethics, Front and Center

Troy Brown, LIVERMORE, CALIFORNIA

24 Reflections from Afar

Michael Willis, SHELHARBOUR, NEW SOUTH WALES, AUSTRALIA

26 Canadian Flashback: The Birth of City Management in Canada

Duncan Campbell, WESTMOUNT, QUEBEC, CANADA

30 A Personal Journey

From Farm Labor to Aerospace Engineering to City Management and ICMA Leadership

Severo Esquivel, CLOVIS, CALIFORNIA

34 A Remarkable Management Life

An interview with SYLVESTER MURRAY, JACKSON, MISSISSIPPI

38 One Exciting Technological Trajectory

Costis Toregas, WASHINGTON, D.C.

40 Ten ICMA Member Musings

Pamela Antil, SAN JOSE, CALIFORNIA; Melissa Mundt, AMES, IOWA; Alex McIntyre, MENLO PARK, CALIFORNIA; Brenda Garton, GLOUCESTER COUNTY, VIRGINIA; Khashayar "Cash" Alaei, PALO ALTO, CALIFORNIA; Mary Jacobs, SIERRA VISTA, ARIZONA; Linda Kelly, WINDSOR, CALIFORNIA; Jane Bais-Disessa, BERKLEY, MICHIGAN; Karen Pinkos, EL CERRITO, CALIFORNIA; and Laura Fitzpatrick, RIO RANCHO, NEW MEXICO

44 A New Frontier in Diversity

Phillip Smith-Hanes, HUMBOLDT COUNTY, CALIFORNIA

46 The Challenge of Changing Organizational Culture

Katy Simon, RENO, NEVADA; Darin Atteberry, FORT COLLINS, COLORADO; and Rebecca Ryan, WASHINGTON, D.C.

50 All Roads Lead to Right Now

Mona Miyasato, SANTA BARBARA COUNTY, CALIFORNIA

52 Millennials Are Ready to Tackle Challenges

Teresa Taylor, CHAMBLEE, GEORGIA

56 The Final Word

Simon Farbrother, EDMONTON, ALBERTA, CANADA



5

Moment in History

departments

2 Ethics Matter!

Celebrating 90 Years of Professional Ethics

4 On Point

What Do You Do to Ensure That You're Being an Effective Manager?

5 ICMA Anniversary Moment in History

53 Calendar of Events

57 ICMA 100th Anniversary Task Force

58 100 Years: ICMA Presidents

59 100 Years: ICMA Annual Conferences

61 Professional Services Directory

icma.org/pm

This issue of PM is available online and mobile at icma.org/pm August 27, 2014.

BY MARTHA PEREGO

CELEBRATING 90 YEARS OF PROFESSIONAL ETHICS

Our enduring commitment

Writing about the adoption of the ICMA Code of Ethics, former ICMA President Revan Tranter set the stage. “The year was 1924. Lindbergh had yet to make his transatlantic flight. Churchill, in one of his wilderness periods, had just been defeated for a Parliamentary seat. The Australian Parliament had yet to move from Melbourne to Canberra, the new capital.

“Canada wasn’t yet complete: Newfoundland was still a British colony. Hitler was in his jail cell writing *Mein Kampf*. Coolidge was president of the United States. Babe Ruth was in his element. And Perry Cookingham was yet to begin his career as a city manager. It was as they say, a different era, when ICMA’s original Code of Ethics was published.”

Today’s era is different as well. We are strong and thriving with much of what Tranter noted was missing from the profession in 1924: assistants, county administrators, COG directors, international members beyond North America, consultants, women, and minorities.

A truly global profession now must address the shared challenges of the accelerating pace of technological innovation and its impact on society; building sustainable communities and organizations on an economic, environmental, and equity front; sweeping demographic changes; and evolving public expectations of the role of local government.

Challenges and times do vary, but the profession has enjoyed one common thread over the years: its commitment to principle-centered leadership in order to build trust with the public being served.

ICMA in 1924

The 13 articles of the first Code of Ethics poured the foundation for a new profession. Presented at the ICMA conference in Montreal, Quebec, Canada, in 1924, the Code reinforced the obligation of the “city manager” to serve the community without discrimination; promote the council-manager plan; support the council as a whole and not play an active role in politics; give credit to the council for policy decisions; avoid leveraging the office for personal gain; and demonstrate exemplary personal conduct.

The Code ended with a call that reflects the Athenian Oath: “A city manager will be known by his works, many of which may outlast him, and regardless of personal popularity or unpopularity, he should not curry favor or temporize but should in a far-sighted way aim to benefit the community of today and of posterity.”

Throughout the decades, ICMA has engaged the membership in an ongoing dialogue to ensure that the Code remains relevant to the profession. The membership has approved changes to the tenets on only seven occasions. Here are the highlights of those changes:

1938. In the first amendment, a preamble was added to better explain the council-manager structure and ICMA’s mission. Also added was a statement of the profession’s commitment to merit-based hiring, noting that “political, religious, and racial considerations” carry no weight in personnel decisions. Interestingly, reference to the manager’s duty to stay out of politics disappeared from the Code.



Public Management (PM) aims to inspire innovation, inform decision making, connect leading-edge thinking to everyday challenges, and serve ICMA members and local governments worldwide in the pursuit of excellence in local governance.

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Public Management (PM) (USPS: 449-300)

is published monthly except February by ICMA (the International City/County Management Association) at 777 North Capitol Street, N.E., Washington, D.C. 20002-4201. Periodicals postage paid at Washington, D.C., and at additional mailing offices. The opinions expressed in the magazine are those of the authors and do not necessarily reflect the views of ICMA.

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REPRINTS: Apply to the editor for permission to reprint any part of the magazine.

SUBSCRIPTIONS: U.S. subscription rate, \$46 per year; other countries subscription rate, \$155 per year; single copies, \$10.

Printed in the United States.

Contact: 202/289-4262; subscriptions@icma.org.

POSTMASTER: Send address changes to *Public Management*, ICMA, 777 N. Capitol Street, N.E., Suite 500, Washington, D.C. 20002-4201.

ARTICLE PROPOSALS: Visit icma.org/pm to see “Editorial Guidelines” for contributors.

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The Townsend Group, Inc.

Tel: 301/215-6710 x106

Fax: 301/215-7704

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PRINTING

Westland Printers

Laurel, Maryland

The ICMA logo consists of the letters 'ICMA' in a bold, black, sans-serif font.

icma.org | icma.org/pm

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THROUGHOUT THE DECADES, ICMA HAS ENGAGED THE MEMBERSHIP IN AN ONGOING DIALOGUE TO ENSURE THAT THE CODE REMAINS RELEVANT TO THE PROFESSION.

Article 3, while updated over the years, remains virtually intact today: “The city manager is governed by the highest ideals of honor and integrity in all his public and personal relationships in order that he may merit the respect and inspire the confidence of the administrative organization which he directs and of the public which he serves.”

1952. The eternal debate over the precise role of the manager in the policy arena was reflected in tweaks made to the policy-related articles. Sagely, the Code advised managers that they should avoid coming in public conflict with council on controversial issues.

The first reference to an ongoing duty to continuous professional development also appears in 1952.

1969. As membership expanded as the result of changes to the ICMA Constitution, the Code ceased using the term “city manager” in exchange for the more inclusive reference to “member.”

1972. The profession’s commitment to political neutrality, dropped in the 1938 revision, reappears in more direct language in a new Tenet 7: “Refrain from participation in the election of the members of his employing legislative body, and from all partisan political activities which would impair his performance as a professional administrator.”

For the first time, guidelines adopted by the ICMA Executive Board were added to give members practical advice on investments, gifts, job commitment expectations, and election activities. In addition, the ICMA Executive Board adopted formal rules of procedure.

1976. As ultimately unsuccessful efforts were underway to ratify the Equal Rights Amendment to the U.S. Constitution, the Code was made gender neutral in recogni-

tion of the fact that women were truly part of the profession.

1998. An increase in political activity by members led the charge to amend the profession’s commitment to political neutrality in Tenet 7 by emphasizing the broader principle. The new version stated: “Refrain from all political activities which undermine public confidence in professional administrators. Refrain from participation in the election of the members of the employing legislative body.”

The board also revised guidelines to provide more advice about election campaign activities that should be avoided.

Ethics Are Fundamental

ICMA continues to engage members in the dialogue about the relevancy of the Code. In 2013, a formal review of the entire Code was initiated beginning with Tenet 7 and the related guidelines on political neutrality.

The ICMA Executive Board voted to retain the existing language in Tenet 7; retain the prohibition on running for elected office or engaging in campaigns; and add a new guideline on personal issue advocacy. The dialogue on Tenet 12 (seek no favor) continues.

As the profession looks to the challenges of the next 100 years, consider the observation of ICMA President Simon Farbrother: “How we lead defines our effectiveness as city and county managers. How we lead is underscored by our ICMA Code of Ethics. The fact that we lead in an ethical manner ensures we help build great communities. Ethics are fundamental to our profession.” **PM**



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As 100 years of ICMA history proves, the need to be an effective manager never changes.

WHAT DO YOU DO TO ENSURE THAT YOU'RE BEING AN EFFECTIVE MANAGER?



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These are the key points that I believe make an effective manager:

- Set daily goals and continually check to ensure they are being met.
- Get out and about in the organization to ensure you know how staff members and teams are progressing and how they are implementing set tasks.
- Make sure you are always approachable. An effective manager will have staff wanting to engage, so discuss ideas and be seen as a mentor.
- Have confidence in your skills and expertise but continually seek to improve by listening to others and learning from their experiences.
- Continue to ensure that your knowledge of local government is up-to-date by learning something new and putting it into practice.
- Make things happen—don't wait for them to occur—so it is important to be planning for the next challenge.



STEPHANIE MONROE TILLERSON
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As long as the council has not locked me out of city hall and my office, I am being an effective manager. On a serious note, I meditate. I do not meditate daily, but I do try to exhale and reflect on my week's/month's work with the goal of gut checking what I did right and wrong.

I continue to master my strengths and where I fall short, understand and improve on those weaknesses. At the same time, I try to make sure the right people are in place who will supplement those weaknesses in a positive and proactive way.

Finally, I go to the residents of Woodruff every Friday. Through social media, I have “talk-back Friday’s with the city manager” on Facebook throughout the day. I swing open the doors to discuss whatever is on residents’ minds.



NOEL BERNAL
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As the city administrator of a small community, being effective means managing oneself before anything else. Keeping track of various projects becomes a challenge with limited staff and can lead to having less time to focus on the “big picture” and the long-term needs of the community.

My balanced approach to be effective everyday involves using a Gantt chart, which offers a weekly, monthly, and yearly schedule, for a project management approach to short-term tasks. Evoking vision, however, in my day-to-day communication with elected officials, staff, and residents on how the community can improve its future is what I would consider most critical.

Being an effective manager in the twenty-first century means managing in an anticipatory state by seeking transformational opportunities for progressive change, not only accomplishing everyday tasks.



MARTHA (MARTY) WINE, ICMA-CM
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An effective manager is someone who manages in every direction—up, down, sideways.

This primarily involves communication and such questions as: Who needs to know what I am working on? What should city staff be working on? What are the most important issues the council will face?

What can I do to eliminate barriers for council, staff, and community to achieve what they want?

Sometimes these are small moves, like making sure that I sign personnel actions or contracts, or helping that day's union negotiations go well, or signing a lease for a property the community will use for open space.

I also spend my time on the phone with the council or community members to try to understand and reach toward everyone's interests. And sometimes, it's reminding everyone of our vision and keeping the horizon in view. **PM**

MOMENT IN HISTORY

How did the council-manager plan and, ultimately, the concept of professional local government management come about?



U.S. Post Office in Lockport, New York, which was completed in 1908. The U.S. District Court for the Western District of New York met at this location until 1916, and the building is still used as a post office today. Source: National Archives.

In 1911, Richard S. Childs, a political reformer and eventual chairman of the National Municipal League (1931–1978), introduced a plan for government in the New York legislature that united commission and manager government in a proposed city charter for Lockport, New York.

The Lockport Plan included three elements that became integral to the council-manager plan: the short ballot, political power vested in the council, and the concentration of administrative authority in a single individual appointed by and responsible to the council. Sumter, South Carolina, became the first city in 1912 to adopt by a vote of the people a charter incorporating the basic principles of council-manager government.

The National Municipal League endorsed the council-manager plan in the 1915 version of its *Model*

City Charter, which superseded the organization's first charter adopted in 1900. This second edition replaced the strong mayor-council plan with the council-manager plan and incorporated the unification of powers in the city council, the short ballot, the nonpartisan ballot, and the at-large election of the governing body.

To learn more about the many milestones in the history of ICMA, its members, and the professionalism of local government management, visit icma.org/anniversary and scroll through the anniversary timeline on the home page. Then, click on "The ICMA Experience" tab at the top of the anniversary homepage and add your personal experiences or reminiscences.



Celebrating Our Heritage, Preparing for Our Future

BY BOB O'NEILL, ICMA-CM

ICMA has much to celebrate this year: the 100th anniversary of our association and the professionalization of local government management; the 90th year of the ICMA Code of Ethics; and our members' century-long commitment to professional development and continuous learning. Each of these events resulted from the development of the council-manager form of government, the blueprint for some of the most radical reforms in democratic governance since the signing of the Constitution or the development of the Federalist Papers.

In December 1914, when eight city managers met in Springfield, Ohio, and formed the City Managers' Association "to promote the efficiency of city managers," there were only 31 cities within the United States with professional managers. Today, roughly half of all U.S. municipalities with populations of 2,500 or greater and over a quarter of U.S. counties operate under this system of local government. More than 150 million Americans—nearly half the U.S. population—live in a community with a professional manager in place. Professional local government management is also prominent in Australia, Canada, Europe, New Zealand, the United Kingdom, and other countries around the world.

Despite the professionalization of local government, our communities continue to grapple with myriad changing

forces. During the past year or so, I have discussed these five significant drivers that will influence the future roles and strategies of local governments:

- The fiscal crisis affecting the federal government and many states, which has created issues surrounding taxes, spending and debt, and increasingly reduced funding to local governments.
- Demographic changes, which are leading us to become a truly pluralistic, multicultural society.
- The impact of technology (e.g., social media and "big data") which, while affording us increased transparency, accountability, and the ability to encourage community engagement among many stakeholders, also means that local officials no longer can control the conversations.
- Polarized politics, which challenge us to use reasoned compromises and a constructive form of "yes" to move issues forward in an environment in which anyone can say "no" and everyone has a veto.
- An increasing gap between the haves and the have-nots that threatens to create a new class of people who are unable to fully participate in our economy and for whom hard work may no longer be wholly rewarded.

Additionally, six issues that emerged from ICMA's review of resident feedback as most important are: jobs and the economy, education, safety, health care,

the environment, and overall quality of life (including infrastructure and transportation). All six issues require scale and a multi-sector, multi-disciplinary, and intergovernmental strategy to produce the outcomes that matter most to our communities.

In contrast, as the world has grown more complex, governmental leaders have responded by constructing their organizations to leverage specialization. Today's local governments have separate departments for police, fire, recreation, engineering, public works, social services, and the like.

But are these top-down, territorial, function-based silos and single-jurisdictional approaches to service delivery consistent with the need for multidisciplinary, multi-sector strategies? How do we take advantage of the enormous power of specialization, yet organize around the issues that matter most to our constituents?

The discussions above raise some interesting questions for the future of the local government management profession. Among the most important is: Will professional managers be the reformers or are they to be reformed?

Achieving success against the backdrop of these major drivers, complex public policy issues, and rapidly changing local conditions will test the leadership capacity of elected and appointed local officials. Local government managers will need to view these

challenges from a new perspective, one that separates us from our reliance on commonly held assumptions and leads us to find creative ways to forecast what our communities will look like in the next five to 10 years. Our profession has been challenged before, and I have no doubt that we will continue to respond by helping our communities become places we are proud to call home.

ICMA continues to help local government management professionals achieve this mission by advancing professional management to build sustainable communities that improve people's lives. Yet, our organizations look much different than they did when those homogeneous eight founding members gathered in Springfield, Ohio, back in 1914.

Today a significant number of women serve as CAOs to our cities, towns, and counties; and there are more individuals from racially, ethnically, globally, and socially diverse backgrounds in the field. Still, there is much work for us as a profession to do.

This evolutionary process is the theme of this month's *PM*, which also celebrates its 96th year of publication. The September issue began as a commemorative anniversary insert, but it attracted so many outstanding articles and essays—ranging from the historical to the more reflective—that we deemed it worthy of devoting the entire magazine to the effort.

Thirty authors contributed to this issue, and we thank each and every one of them for taking the time to help ICMA celebrate our past, present, and future. It has been a challenging and amazing journey!

Happy birthday, ICMA, and a salute to professional local government management! **RM**



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Life, Well Run

an ICMA initiative

Celebrate 100 years of professional local government management and the contribution professional managers make to building great communities we're proud to call home.

Visit LifeWellRun.org/resources to access complimentary campaign resources designed for use in educating

1. Members of state manager associations
2. Elected officials
3. Business leaders, and
4. Students and educators

Join ICMA's **Life, Well Run** campaign today!

"I think that here in Glenview we have a fantastic partnership between our village manager, assistant village manager, the staff of the village, and the board president and trustees. They recognize the value that you get with professionals in those positions."

BETSY BAER
Executive Director
Glenview Chamber of Commerce

"The relationship between a mayor and a city manager is an extremely important relationship because it's that relationship that ensures that people are on the same page in terms of the city government, and that we actually get things done."

JULIAN CASTRO
Three-Term Mayor, San Antonio, Texas
Newly Confirmed Secretary,
U.S. Department of Housing & Urban Development

ICMA **100** ANNIVERSARY
1914 ■ 2014

ICMA's Centennial Legacy

BY SCOTT HANCOCK, ICMA-CM, AND ALISON ORTOWSKI

Everyone loves a birthday celebration, especially those commemorating the milestones of life. But to hit the century mark is truly spectacular!

It has been scientifically proven that in order to reach your 100th birthday, you must have inherited superb genes and developed a commitment to taking good care of yourself. We would submit that the same holds true for associations and organizations.

Celebrating 100 years of professional management service to local governments began with great genes embodied in such historical figures as Charles Ash-

burner, John Stutz, and Louis Brownlow. It also required hundreds of caretakers over the years in the form of board leadership, committees, and volunteers to ensure a healthy and vibrant ICMA.

The vitality and impact of this organization is evident in the service that its members provide to each of their communities.

We recognize, however, that it doesn't end there. The vitality and impact of this organization is evident in the service that its members provide to each of their communities. ICMA's *Life, Well Run* campaign puts it best: "Managers help make good communi-

ties great, giving everyone a place they are proud to call home." Those of us lucky enough to be here as ICMA celebrates its 100th birthday are proud to pay homage to the many committed leaders who have worked diligently to ensure that a strong and vibrant ICMA exists today.

A Remarkable Experience

ICMA's 100th Anniversary Task Force (see list of task force members on page 57) has had so much fun putting the celebration puzzle pieces together this year. From the kickoff held at ICMA's 2013 annual conference in Boston last September to

the 100th annual conference in Charlotte this September, we have enjoyed the excitement of planning a big party and the importance of telling our story and preserving our association's legacy. It has been an awesome experience and one that each one of us on the task force will cherish for the rest of our lives.

The ICMA Executive Board's vision of the 100th anniversary commemoration resolved to not only celebrate ICMA's rich heritage, but also to launch ICMA

into its second century with enthusiasm and a renewed commitment to professional local government management.

Past and Present

Task force members knew that one fundamental component of our yearlong event, in keeping with that vision, would be a series of articles written by both seasoned and next-generation ICMA members reflecting on ICMA's long and distinguished history, as well as looking forward into the future. We hope you will enjoy the articles and thoughts of past and present local government professionals as much as we have enjoyed compiling them.

So, 100 years after 8 men representing 31 known city and town managers gathered for an organizational meeting in Springfield, Ohio, ICMA continues to celebrate the spirit of cooperation and unity that brought those 8 leaders together in 1914. Every member of ICMA now plays a role in contributing those good genes and commitment that are necessary to the next 100 years of this association's success.

We are so proud of our professional association and honored to be a small part of the history of ICMA! **PM**



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Recognizing ICMA's Commitment To Public Service

Congratulations on 100 years of innovation and leadership

BY JOAN MCCALLEN

One hundred years ago, ICMA, an organization that would change the face of local government management and guide the way for local government leaders, was founded. The ICMA Retirement Corporation (ICMA-RC) feels fortunate to be just one of ICMA's many success stories as we recognize its centennial.

ICMA's mission and commitment to public employees has not faltered over the past 10 decades. It continues to further its commitment to public sector leaders by creating educational resources, as well as networking and advancement opportunities for those in public service.

Most importantly, ICMA is committed to raising awareness about the significant role that local government managers play in our day-to-day lives. Over the years, ICMA has blazed many trails for government leaders and has been an advocate for the advancement of all public sector employees. ICMA-RC is proud to call the association our founder and partner.

Blazing a New Path

ICMA-RC's work began with our first

participant, Cole Hendrix, ICMA member and city manager of Charlottesville, Virginia. More than 40 years ago, he trusted ICMA to create an organization that would help him build his retirement security.

At that time, and through the support of ICMA leaders like former Executive Director Mark Keane, ICMA-RC was created. Our organization's success has continued over the years with the support of such ICMA leaders as former Executive Director Bill Hansell, and current Executive Director Bob O'Neill, along with the many ICMA members who have served on boards within the ICMA-RC complex over the years.

Because of ICMA's vision in 1972 to create a portable retirement system for public sector employees, ICMA-RC has grown from a single participant to more than 1.2 million participant accounts under management and administration today.

In 2007, ICMA-RC partnered with ICMA to help found the Center for State and Local Government Excellence (SLGE). The organization was created

to respond to the challenges facing state and local governments, especially as they address issues affecting public sector retirement and employment benefits. Since its inception, SLGE has published more than 100 issue briefs on relevant public sector subjects and has been a resource to governments across the nation.

Dedicated Service

Thank you for continuing to let us serve you and the public sector. ICMA-RC is honored to have partnered with you in this journey of professional local government management throughout the decades. We celebrate your many accomplishments and extend our congratulations and thank you to your members, executive board, and executive director for your 100 years of dedicated service. Here's to another 100 outstanding years! **PM**



JOAN MCCALLEN
President and CEO
ICMA-RC
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1914: CELEBRATING THE CENTENNIAL OF ICMA AND MODERN AMERICAN GOVERNMENT

A critical landmark in public professionalization

BY RICHARD STILLMAN

Every July 4th, Americans celebrate 1776, the birthday of signing the Declaration of Independence, the Revolutionary War, and freedom from Great Britain. Likewise, 1787 marks the origins of the U.S. Constitution and 1789, its formal ratification, as well as the start of the U.S. government with the inauguration of George Washington as president.

Some may add 1865 as a noteworthy year that ended the Civil War and brought about the permanent unification of the nation, or 1933, the beginning of the New Deal, as other seminal founding dates for our contemporary government. Most, however, would be perplexed by any claim for the significance of 1914 other than the start of World War I, a monumental European tragedy with little importance for the U.S. until we chose to engage in that bloody warfare across the Atlantic in 1917.

So what's so special about 1914? The first gathering of the City Manager's Association (as ICMA was then called)

occurred in Springfield, Ohio, convened at the invitation of the city of Dayton's first manager, Henry Waite.

From ICMA historic records, here is Richard Vogel's description of how this first meeting was quietly initiated: "Technically, Waite had made the suggestion in response to a letter written to him by the newly appointed manager of Amarillo, Texas, H.M. Hardin. Hardin had also written to Charles Ashburner, the first city manager in the United States, then serving as city manager of Springfield, Ohio.

"Following up Waite's recommendation, a letter was sent to all 31 city managers inviting them to join the formation of a professional association. It was agreed that the initial meeting would be held in Springfield, Ohio, and of the 17 managers responding to Hardin's letter, 8 were able to be present."

An Inauspicious Gathering

That gathering was hardly as memorable or auspicious when compared to the 55 Founding Fathers meeting in Philadelphia

during the hot summer of 1787 to write the U.S. Constitution. The managers' conference minutes contained no legendary debates over the meaning of federalism, separation of powers, enumerated powers, natural rights, and the like.

It resulted in no famous *Federalist Papers*, *Anti-Federalist Papers*, nor lasting framing documents of any sort. Rather, the first ICMA minutes read more akin to a typical Rotary or Elks meeting.

Along with pleasant dining, light off-the-cuff banter was exchanged. For example, when asked how he handled his relationship with the city council, Manager Hardin of Amarillo, Texas, bluntly replied: "I care for them to meet only once a month; that's often enough. That's to allow the bills and monthly payroll to be paid."

Hardin then added with a touch of ironic Texas cowboy humor that he felt fortunate he only had three councilmen to "herd together" once a month. How many city and county managers in 2014 wish they publicly could say

something like that, but must regretfully in today's media-drenched environment bite their tongues?

So again, what's so special about 1914? Why make a fuss over that year, given the long forgotten, even trivial content of the first ICMA conference? Indeed, doesn't such an assertion sound outrageously ridiculous, maybe downright idiotic, to even dare compare that event with forging the U.S. Constitution?

Here, some historic perspective is necessary. Recall that in 1887, President Woodrow Wilson, then a young assistant professor at Bryn Mawr College, published an essay for a new journal, *Political Science Quarterly*, describing the emerging field of public administration.

His was the first article on this subject written in America. Its central argument, paradoxically pronounced on the very date of the Constitution's centennial, stressed that the age of constitution writing was over; now Americans needed to learn how "to run a Constitution," that is, to study public administration. Vast, profound socio-economic-political crises challenged the written document's very survival.

The late 19th and early 20th centuries witnessed the most radical transformation in all of American history. We suddenly shifted from a largely frontier, rural, self-sufficient farming society—isolationist, and sparsely populated—to a decentralized nation.

In the blink of an eye, we became a country that was urbanized, inviting mass migration from abroad, rapidly spawning new technologies, industrialized, aggravating at times the deadly confrontations between labor and management, and fostering international trade that for the first time brought international involvement.

A Strange New World

At home, America saw vastly increased democratic participation of numbers and varieties of groups and individuals never before engaged in the governing

processes, not to mention the resulting immense complexity and sheer size of governmental growth essential to make society operate.

During this era, interest groups formed and pressed government on behalf of their members, especially farmers, labor, business, and veterans. In turn, nationwide networks of these pressure groups led to the formation of new, significantly expanded federal executive departments or "clifential departments" devoted exclusively to serving their interests, including the departments of agriculture, labor, commerce, and pensions, which was the largest of all federal units.

At the 1893 Chicago meeting of the American Historical Convention, Frederick Jackson Turner read to his fellow historians one of the most influential scholarly papers in U.S. History, "The Significance of the Frontier in American History," in which he argued ominously that the frontier had disappeared and with it marked "the closing of a great historic moment."¹

Like Dorothy in the *Wizard of Oz*—published by L. Frank Baum in 1900—people felt themselves whisked to a distant foreign land lacking familiar cultural reference points to the past or future. Profound transformational forces demanded overnight new generalist management expertise; vast, impersonal organizational structures; and increased ethical responsibility and accountability at all levels of American government in order "to run a constitution" for its second century.

In short, as President Woodrow Wilson's prophetic essay proclaimed in 1887, we needed to learn and do public administration. Or, what Don Price, dean of what is now the John F. Kennedy School at Harvard (1958–1968), would later refer to as the necessity for developing America's unwritten constitution, or the real administrative stuff that makes modern government work and society tick today.

Grafting a brand-new, informal, unwritten administrative constitution into the formal written one came piecemeal, gradually, with little fanfare, mostly from grass-roots experimentation that bubbled upwards to state and federal levels: a civil service system here, a regulatory agency there, a line-item budget or innovative zoning and planning arrangement developed elsewhere.

The City Management Movement

What today we recognize as integrated systems were, around the turn of the century, devised by hit-and-miss, trial-and-error local initiatives, without a comprehensive model on how these disparate parts would fit together into the whole. Enter the city management movement, spurred largely by the energetic work of one long-forgotten but necessary individual, Richard Childs.

Shortly after graduating from Yale and inspired by the progressive reform fever epidemic at the dawn of the new century, in 1906 Childs enthusiastically took up the cause of short ballots as a method for eliminating boss rule and municipal corruption.

Childs was employed full-time as a young advertising account executive in New York City. As a part-time hobby, he opened up a short ballot office to spread the word nationally about the benefits of this particular technique to increase direct grass-roots democracy plus rid cities of boss rule.

At the same time, a small town in western Virginia—Staunton, population 11,336, whose only claim to fame was being the birthplace of Woodrow Wilson—was becoming increasingly crippled by government paralysis. The city operated then with no full-time employees, but governed itself with an unwieldy, bi-cameral, 22-member city council, divided into 30 legislative committees that oversaw direction of city functions.

Staunton Hires a City Manager

Effective decision making and quick

program implementation, however, became increasingly difficult, if not impossible, given the obvious complexities of Staunton's jerry-built, self-governing apparatus, not to mention its clear lack of in-house expertise to undertake such work. What should be done?

Here, a remarkable institutional innovation occurred driven by practical empirical necessity. In 1908, the Staunton City Council passed an ordinance to hire "a general manager" responsible for all municipal executive work. Charles Ashburner, an experienced civil engineer, was hired as Staunton's first general manager to address the city's seemingly intractable, daunting public issues.

It wasn't only necessity, however, but also accident that sparked the birth of the council-manager form of government. Childs, by chance, spotted a newspaper article praising the Staunton experiment. He creatively saw its potential significance and application in cities everywhere when merged with his enthusiasm for short ballots and commission government comprising small governing councils of elected officials.

He quickly combined and publicized these ideas throughout America through his short-ballot office in New York City. Drawing on his remarkable ad-man's skills, he surreptitiously generated enormous national attention on the council-manager plan as the most advanced, efficient form of local government.

Childs liked to refer to himself as "the minister" who married the manager plan with the commission form of government. In reality, he was the quintessential progressive reformer, inspired by the belief of furthering greater direct democracy (i.e., through short ballots and small nonpartisan councils) and more efficient government (i.e., with trained, full-time managers in charge of running municipal administrative functions).

A single institutional remedy, the Model City Charter, Childs fervently argued, would sustain grass-roots democracy in face of overwhelming socioeconomic-political challenges confronting urban America. Later, he

advocated much-the-same-style model charters for counties and states.

Birth of Public Professionalism

So back to the question: Why was 1914 so critical, not just for birthing ICMA, but also modern U.S. government in general? Why not select 1908, when Staunton hired Ashburner as its first manager?

Or 1915, when the National Municipal League—now called the National Civic League—officially adopted its first Model City Charter with the council-manager plan as its centerpiece?

Dates of 1908 or 1915 pale in importance compared to 1914. The founding of ICMA brought a revolutionary intellectual shift: For the first time in American history, permanently advanced public professionalism, characterized by the application of full-time general management expertise, a corporate professional identity, and ethical responsibility upwards from the grass-roots was embraced throughout all levels of American government, even to its very pinnacle, the U.S. presidency.

How did the 1914 founding of ICMA spawn this silent, yet profound, revolution that spread public professionalization throughout our entire government?

First, ICMA developed a new generalist public management expertise for local government. This novel conceptual framework later moved upward and outward throughout American government.

To be sure, by 1914, other public professional groups were emerging: educators, military officers, and the like, but their work was largely conceived of as advancing specialized applied knowledge skills within their respective fields. City managers, by virtue of their uniquely defined functional positions, had to become, in theorist Paul Appleby's memorable phrase, "specialists in things general."²

Learning about this new subject came slowly, mostly from trial by fire on the job. Firsthand experiences were informally shared at early ICMA conferences (recall Manager Hardin's "herding" commentary).

In 1919, the *City Manager Bulletin* (now *Public Management (PM)* magazine) began monthly publication on such vital but uninspired topics as "Separate and Combined Sewers," "Elements of Budget Making," and "A Rating System for Policemen."

Here signaled the modest beginning of sharing nationally in print "what works as leading practices." Later in the 1920s, ICMA created standing committees to develop manuals for standard administrative practice on various common core management topics, including budgeting, personnel, and so on.

Promoting Management Knowledge

A decade later, ICMA made a lasting contribution to the development of generalist management knowledge by codifying and publishing its famed Green Book Series as a basis for training on the job, as well as for educating those planning to enter the profession.

On-the-job training was also fostered by early city and county managers, continuing to this day in the form of internships and mentoring programs. Remember that most early managers were trained as engineers—in 1924, less than 3 percent came from public administration backgrounds.

Engineers thrust into city management posts quickly learned, often to their astonishment, that managerial work required a different education—the, generalist public management that ICMA initiated and developed from scratch.

To be sure, higher education helped, but that was after the fact when the Maxwell School was founded in 1924 and the University of Southern California in 1929. The then popular scientific management thinking invented by Frederick Taylor³ that focused upon maximizing workplace efficiency also served as a critical early catalyst to ICMA managerial training.

Yet, generalist public management ideals rapidly expanded into something far broader and more significant, advancing public ideals, thanks to disseminating ICMA's burgeoning publications.

In particular, two additional vital elements of public professionalism that ICMA also fostered and infused throughout the field separated its generalist public management ideas from Taylorism: 1) the promulgation of a corporate public identity, and 2) the ethical responsibility to serve the entire public.

From its first meeting, ICMA defined local public management as a unique occupational identity, separate from politics, business, or other vocations, demanding advanced education, with shared norms that can be learned both in the classroom and by apprenticeships on the job.

Like traditional professions of law and medicine, theirs served an equally necessary societal role of advancing and maintaining good government at the grass roots. And, like law and medicine, ICMA would cultivate a strong corporate identity with its annual conferences, publications, permanent headquarters, able staff, and governance by elected members. This identity included its own professional elites who would speak forcefully and authoritatively on behalf of the membership as well as the broader profession.

ICMA fused ethical responsibility to serve the public into general management ideas and practices by the ratification of its first Code of Ethics in 1924. Here, the professed ideals and objective moral standards of the new profession were clearly and succinctly stated.

At the same time, ICMA put teeth into its Code by revising Article 8 of its Constitution to establish a formal mechanism to expel members for misconduct: “On the written request of ten or more active members setting forth a just case, any member of this Association may be expelled....” This served as an explicit oversight method to ensure individual compliance to the profession’s stated ideals.

Over the past nine decades, both the Code of Ethics and its enforcement mechanisms have undergone many revisions and significant refinements, but commitment to ethical responsibility

remains at the core of ICMA’s belief of what effective public management should be all about.

This newly “gelled” generalist public management thinking, nurtured by ICMA, bubbled outwards to influence professionalization of other local occupations in planning, public works, and the like, as well as upwards to the state and federal levels, even to the very top, the U.S. presidency.

President Roosevelt in 1936 appointed Louis Brownlow, a former city manager, to chair a commission to recommend the reorganization of government. Ultimately, the Brownlow report, *The President’s Committee on Administrative Management*, brought about the first major reconceptualization of the American presidency since Washington’s inauguration.

For the first time in U.S. history, the president assumed responsibility for a new demanding public role, beyond that of commander in chief, party leader, chief diplomat, and so forth. Now, he served as general government manager, empowered by a White House executive office staffed with the essential tools of modern management, including personnel, budgeting, and more.

Prior to this, President Roosevelt had few assistants, mostly assigned to the White House from other federal departments. Here, the work of ICMA would permanently transform the highest office in the land. Although “the managerial presidency” became a pejorative label in the 1970s, some scholars suggest that without the fundamental reconceptualization and reorganization of the presidency, America would never have won World War II, the Cold War, or become the major global superpower of the 20th and 21st centuries.

A Must for the Future

Are these powerful generalist public management ideals and ideas that ICMA gave birth to starting in 1914 still necessary in 2014?

Think for a moment: Would any of the well-publicized failures of

American government since the dawn of the 21st century have occurred if a generalist public manager had been at the helm?

Would 9/11 have happened if a general manager had made sure that CIA and FBI professionals had coordinated their intelligence work or even those within both field and headquarters of the FBI communicated effectively?

Could more have survived in New Orleans after Hurricane Katrina hit if a nonpartisan, experienced city manager had been in charge of emergency preparations? Or at the Federal Emergency Management Agency?

Could the Great Recession of 2008–2009 and its devastating impact on the American economy been avoided if a generalist public manager had been put in charge of integrating and supervising the existing fragmented, inchoate regulatory structure?

Was the launch of Obamacare a failure due to the lack of capable generalist government managers so essential to planning, directing, and coordinating 54 contractors that set up the complex networks for the program?

No doubt many more examples can be added, but my point is that American government suffers from too little, not too much, of “the stuff” that ICMA quietly yet persistently pioneered! Where are you, the Charles Ashburners, Louis Brownlows, and their kin? America urgently needs so many more of you today! **PM**

ENDNOTES

- 1 *The Frontier in American History* (1920), Frederick Jackson Turner, pp. 1–38. Richard Stillman is a professor of public administration, University of Colorado, Denver (richard.stillman@ucdenver.edu).
- 2 For the best study of Paul H. Appleby’s life, work, and scholarly contributions, read: Roscoe C. Martin, editor, *Public Administration and Democracy* (Syracuse, NY: Syracuse University Press, 1965).
- 3 Frederick W. Taylor, *The Principles of Scientific Management* (NY: Harper and Brothers, 1919).



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MY LUNCH WITH RICHARD

BY SHELDON COHEN

ICMA's 59th Annual Conference, which took place in Boston, Massachusetts, in September 1973, was a first for me. I had arrived in the area only two months earlier to assume the newly created position of assistant town manager in Andover, Massachusetts, a suburb about 23 miles north of Boston.

At lunch one day during the conference, I walked into the ballroom of the Sheraton Boston to try to find a place to sit as well as a friendly face, knowing few people who were members of ICMA or who worked in Massachusetts at that time.

An older gentleman was sitting by himself around the typical round banquet table. I did not know that he was then 91. I approached him and asked if I could join him for lunch. Graciously, he invited me to sit next to him. I had no idea who he was.

We introduced each other.

I was sitting next to Richard Childs, the oracle of local government!

How did I know?

Learning About Legends

At the tender age of 26, ICMA had already been extremely good to me. My career had begun in 1967 as an ICMA Seasongood Summer Intern (thank you, Murray Seasongood) in the city manager's office in Springfield, Ohio, working for Jim Caplinger and his assistant city manager, Margaret Medders.

Springfield was one of the first municipalities in the United States to adopt the council-manager form of government, beginning in 1914. In fact, Springfield

hosted the first ICMA conference, such as it was, in December 1914. My first assignment, intended in part to help me become familiar with Springfield, was to write a history of council-manager government in the city.

Before I had gotten very far with my writing, the name of Richard Childs came to my attention. Through this project, I also learned about our other patriarchs—there were no matriarchs in those days—including Orin Nolting and Clarence Ridley.

Lasting Inspiration

Back in Boston at the ICMA conference, Richard Childs and I had an easy rapport. He treated me as an equal member of the profession. Part of this ease arose from the fact that we came from nearby towns in New Jersey, he from Maplewood and I from Cranford.

The memory of my lunch with Richard remains indelible. Perhaps most important, his inspiration has helped me to try—over the 41 years since our meeting—to remain as true as I could to the highest ideals of council-manager government that he and the pioneering reformers of his time worked so hard to establish.

Thank you, Richard, for lunch and much more. **RM**

Richard Spencer Childs (1882–1978) was the father of the council-manager form and a leading figure in the local government reform movement for the first several decades of the twentieth century.

Murray Seasongood (1878–1983), another icon of local government, was instrumental in the development of the management profession as mayor of Cincinnati and president of the National Civic League. In 1967, ICMA's Seasongood Summer Internship Program placed 10 college undergraduates in city managers' offices across the United States as a means of developing the next generation of management professionals.



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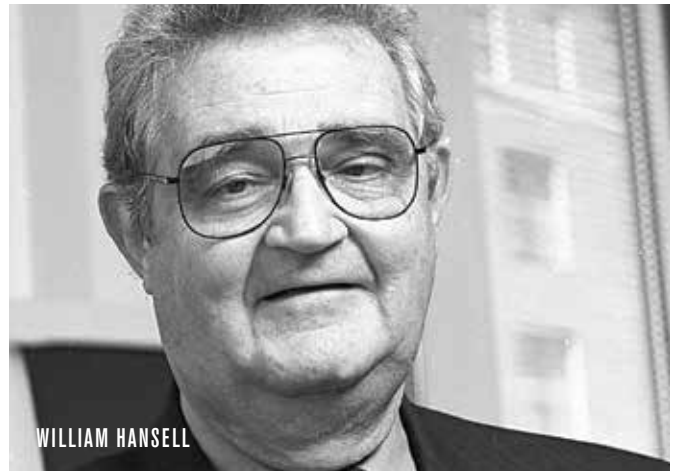
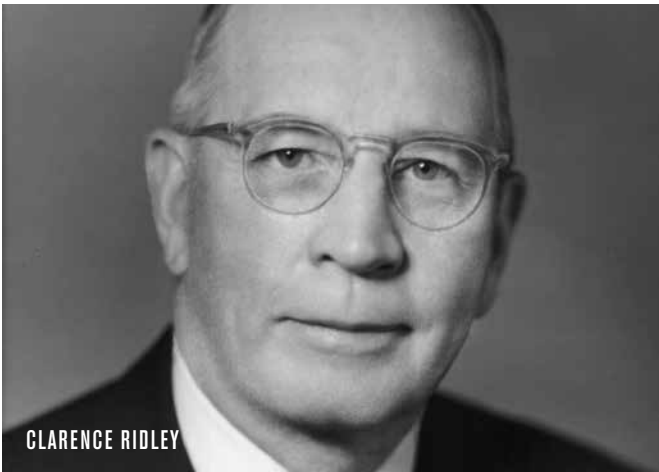
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LEGENDARY ICMA DIRECTORS

BY DAVID ARNOLD

As ICMA celebrates its 100th anniversary, it's a pleasure to reminisce about three executive directors I worked with over a span of 36 years on the ICMA staff (1949–1985). Notice I said “worked with,” not “worked for.” The three were Clarence E. Ridley, 1929 to 1956; Orin F. Nolting, 1956 to 1967; and Mark E. Keane, 1967 to 1983.

CLARENCE RIDLEY (1929–1956)

Clarence Ridley's background included service as city manager of Bluefield, West Virginia; research work with the Institute of Public Administration in New York City; and time to get his Ph.D. in public administration at the Maxwell School at Syracuse University. He was the first person to hold the ICMA post full time. Thanks to the Spelman Fund, a component of the

Rockefeller Foundation, ICMA was financially able for the first time to set up an office with three full-time staff.

Ridley was an entrepreneur and builder. Working closely with Orin Nolting, the assistant director, Ridley brought out the first volume of *The Municipal Year Book* in 1934 (its 40th volume was published in 2014). In 1935, Ridley and Nolting launched the Municipal Management Series, the ICMA “Green Books,” with *The American City and Its Government*.

This book was intended to introduce city managers, most of whom were engineers by education and experience, to a new world of city government. Ridley fervently believed in on-the-job training for city managers, finance directors, police and fire chiefs, public works directors, and other managers as well.

Running a tight ship. In the 1930s, nickels and dimes were counted carefully. ICMA survived the Depression financially, but Ridley and Nolting ran a tight ship. Even minor expenditures were scrutinized in detail. Ridley was not a tightwad, but he expected justifications and results.

It’s important to note, however, that he was always courteous and friendly when he had to say “no.” He was a friend to staff proposals. I was never put down, ignored, or laughed at for my ideas.

During this time of tight finances, ICMA benefited greatly from the Spelman Fund, named after Laura Spelman Rockefeller. The fund was a life saver for ICMA and a dozen other associations representing public officials and such functional areas as public safety, property assessment, urban planning, and municipal finance.

It also financed an office building to house those organizations. Located at 1313 East 60th Street in Chicago, the building came to be known as “Thirteen Thirteen.”

The fund initially paid all ICMA expenses, with the grant reduced gradually each year, until it ended after 20 years. ICMA’s Management Information Service was set up in the mid-1940s in anticipation of the termination of grants.

Filling an information gap. One of Ridley’s most important contributions was his attendance at state manager meetings, where he filled an important information gap for managers and other members. We forget that in those times, most council-manager communities were isolated, both geographically and functionally.

Local government management often was a lonely job. The transportation and communication modes that we now take for granted—widespread air travel, the interstate highway system, the computer, the Internet—did not exist.

At state manager meetings, Ridley was like a nineteenth-century gospel preacher bringing news about salvation through management with an assist from Washington. Although at the time the New Deal included federal programs specifically aimed at local government problems, Washington was as psychologically remote as Moscow.

Ridley helped managers everywhere by providing information, insights, and even a bit of gossip to get managers, and their communities, moving along the road of federal-local relations. He brought the outside world to the front door.

ORIN NOLTING (1956–1967)

Orin Nolting was ICMA’s ambassador, a world traveler, who spread the word about council-manager government. He was especially active in Western Europe, where city managers may have enjoyed higher public approbation and professional respect than was true in the United States.

Nolting was quite at home in this environment, which built on public and political standing and organizational authority. Local government officials in Europe and elsewhere were eager to learn about city managers and the ways in which they worked, and Nolting was a good teacher.

At home, Nolting was a by-the-book director. The management “bibles” are cool toward this management style, arguing that too much in the way of innova-

tion and development is lost. But it was a time for review and absorption.

A fiscal hawk. Nolting was skilled at significant elements of ICMA operations, including membership, the Institute for Training, the Management Information Service, and ancillary activities. And even more than Ridley, Nolting was a fiscal hawk. At times this could be a major aggravation for the ICMA staff, but Nolting always came through when it counted.

Here’s one of my favorite anecdotes. I was working with a California author on a chapter for a new edition of the fire services book. We needed to work together for a day or two on a particularly troublesome chapter.

The only cost would have been airfare of \$200. The author would have met me at the airport and put me up at his home. Nolting said “no.” My nose was out of joint for a long time.

Several months later, I worked with a graphic designer who came up with a splendid new “look” for the ICMA training books: professional typography, inviting illustrations, a brand new format, and bright green covers. It would raise the cost of printing the books by thousands of dollars.

I went into Nolting’s office expecting a lengthy argument. I described the proposed change, produced samples, and laid out the additional costs. When I was finished, Nolting smiled and said, “Fine. I like it. Go ahead.”

To sum up, Nolting’s fiscal caution was aggravating, but he came through where it counted—the stabilization and professionalization of ICMA’s programs and products, and, in the end, the accumulation of a comfortable financial surplus.

MARK KEANE (1967–1983)

Mark Keane was, in many ways, the managers’ manager. He was acutely aware of the pivotal position of the manager in guiding the flow of public activities through ideas, proposals, policies, actions, and effects.

CONTINUED ON PAGE 19



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He had been the city manager in Shorewood, Wisconsin; Oak Park, Illinois; and Tucson, Arizona, so he knew the territory firsthand. He had a keen sense of interrelationships. The council-manager world had broadened to include other governments, citizen associations, and educational institutions.

A personal and professional force.

Keane understood the force of professionalism. Management skills were being supplemented with political and professional skills. We sometimes forget how much the cultural environment had changed by the 1960s. Not only in theater and the arts, but also in education, employment, gender relations, race relations—the list is long.

Successful managers are like Keane: They can identify and work with both the political and cultural values of their cities and counties.

Turning to the personal side, Keane exercised authority with warmth—a partnership to achieve goals. He always listened. He strongly believed in gender equity and racial equality, and that showed up in recruitment and staff development at a time when women and racial minorities were underrepresented in professional jobs.

Keane can be credited with significant accomplishments:

- **The National Training and Development Service.** NTDS was es-

tablished with foundation grants to help governments develop the self-contained capacity to plan, organize, and conduct employee training as a permanent part of governmental operations.

- **Public Technology Incorporated.**

PTI was formed to help governments, especially local governments, locate, develop, and exploit scientific findings that would foster and expedite local government operations.

- **The ICMA Retirement Corporation.** ICMA-RC was established in the early 1970s under Mark Keane's guidance and with a grant from the Ford Foundation, to meet the need of city and county managers to have well-funded, financially sound, portable retirement plans. While managers could participate in state-administered plans, they frequently moved from city to city, often in different states, sharply reducing their financial benefits. ICMA-RC was—and is—a national program for public employees that enables them to transfer accumulated retirement assets between employers.

- **The "Big Seven."** Keane founded and organized the Big Seven, a group comprising the executive directors of associations representing state governments, state legislators, governors, counties, mayors, and cities—plus ICMA. It provided both immediate and

long-term advantages; information exchange; news about federal government actions; joint activities; and a sharing of professional, social, political, and administrative news.

Memorable Results

The Big Seven continues to roll along. ICMA-RC is a huge financial and employee benefit success, today serving more than a million participant accounts and roughly 10,000 retirement savings plans across the U.S. PTI has evolved into the Public Technology Institute and continues its work in technological developments affecting state and local governments.

During the tenure I shared with Clarence Ridley, Orin Nolting, and Mark Keane, the array of leadership skills that characterized these ICMA executive directors built the foundation for one of the most cosmopolitan and effective associations of public officials in local government. **PM**



DAVID ARNOLD was a member of the ICMA staff from 1949 until his retirement in 1985. During that time, he served as editor of *Public Management* magazine, *The Municipal Year Book*, and the *Municipal Management Series*, popularly known as the Green Books, and wrote dozens of articles and book chapters. In recognition of his contributions, he was awarded Honorary Membership in ICMA in 1988.

BY ELIZABETH KELLAR

What was it like to work for William (Bill) Hansell, ICMA's executive director from 1983 to 2002? From the moment he stepped out of the elevator singing and calling out "hello" to everyone he passed, Bill was an exuberant presence.

WILLIAM HANSELL (1983–2002)

He connected with people everywhere he went and had an uncanny ability to remember personal details about their lives, even if he had not seen them for a year or two.

Bill taught me a lot. I watched the master politician tell his colleagues in the Big Seven national associations, "I'm not a politician." They laughed, because he knew politics better than most of them. Bill was a risk taker, which gave me the courage to take more risks myself. He always made time for people, calling members who had lost their jobs or who were struggling with a personal or professional issue.

Strategic Initiatives

I've had the privilege to work for three ICMA executive directors and each one has been a strategic leader. Bill's

legacy as executive director is as large as his personality was. He pressed ICMA to stretch itself financially to become a building owner with the Metropolitan Washington Council of Governments and ICMA-RC.

When we moved into our new building in 1990, ICMA also launched a strategic planning process, signed an affiliation agreement with the Hispanic Network, initiated a citizen education project, established a Future Visions Consortium, hired a public information officer to focus on council-manager government advocacy, embarked upon its first major international project with the U.S. Agency for International Development, and changed its name to the International City/County Management Association. That's what life was like with Bill Hansell at the helm.

Perhaps the most significant contribution Bill made was to give ICMA members a greater focus on their profes-

sional development. In 1994, following a two-year Dialogue on the Profession, ICMA established the ICMA University, a comprehensive approach to lifelong learning. To better define and recognize local government managers and their commitment to continuous professional development, ICMA established a voluntary credentialing program in 2001.

A Master Optimist

Bill described himself as riding a tricycle on the information highway in a November 1995 issue of *PM* magazine "Director's Desk" column: "I've been hearing new words and phrases like fax me, PCs, laptops, e-mail, the information highway, and cruising the 'net. It all scared the daylights out of me. Here I was, trying to lead ICMA into this new era, and I didn't even know how to turn on a personal computer, let alone know what the thing could do!"

Although Bill retired from ICMA in 2002, he remained active and even accepted appointment as the executive of Lehigh County, Pennsylvania, in 2012, filling out an unexpired term. His health took a precipitous decline in 2013, but he found the energy to write a tribute from his hospital bed to former ICMA Executive Director Mark Keane, who passed away in April 2013. Bill resigned from the Lehigh County position in May before he passed away in June 2013.

Bill had an infectious optimism. As he wrote about the promise and the peril of new technologies in that November 1995 *PM*, he said, "If you find all of this intimidating, don't! Jump in, the water's fine, and it's even a lot of fun." **PM**



ELIZABETH KELLAR is president/CEO, Center for State and Local Government Excellence, Washington, D.C. (ekellar@slge.org), and also serves as ICMA deputy executive director.



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ETHICS, FRONT AND CENTER

BY TROY BROWN

When I was in high school in rural Pennsylvania, I vividly remember sitting in history class during the long humid spring and early summer days learning about William M. “Boss” Tweed and his infamous corrupt political reign in New York City during the nineteenth century.

At the time, I had a special interest in learning about Tweed’s corruption because I was serving as class president. In particular, I found myself fascinated with the reform that followed his downfall.

Coming from a working-class family and background, I related to the socioeconomic circumstances—prevalent in the country during that time—that Tweed exploited for his personal benefit. It is well documented that immigrants were flooding New York City in waves, chasing the American Dream and seeking opportunities for a better life.

Most had given up everything they had to travel to America for a chance to make something of their lives, and the hopes of our government structure played a huge role in providing those opportunities.

Those aspirations resonated among Americans and to this day, the dreams remain. We rely on our local governments to meet our most basic needs for roads, water, power, sanitation, and public safety. We ask many things, but most of all we don’t want local govern-

ment to get in our way or be a hindrance to our quest for the American Dream.

A Paradigm Shift

Isaac Newton’s law of motion tells us that every action has an equal and opposite reaction that follows. Considering the tension between citizens and government that existed during the 19th century, which was caused by the widespread corruption of organizations much like Tammany Hall, the reform that swept the nation following Boss Tweed’s reign changed the role of government service delivery.

It also had a profound impact on ethical expectations of future government administrators.

“In response to this public discontent, progressive reformers fought for and won a series of government reforms that spawned several organization experiments.”¹ The reform that followed set in motion key governance changes and spawned the council-manager form of government.

Under this system, local government managers partner with local elected officials to assist with the development and implementation of public policy. This is done in a collaborative capacity, whereby the professional manager brings such philosophies as civic engagement, transparency, political neutrality, and ethical behavior into the political process.

This paradigm shift is significant because when it’s properly administered,

it actually elevates the role of elected officials by allowing them to focus on broad policy objectives and setting vision, rather than getting mired in the minutia of day-to-day operations. The significance of this change is most realized when results are achieved and local services are delivered in a fair, equitable manner across all socioeconomic and demographic regions of a community. This is the foundation of why ICMA was incorporated.

In 1924, ICMA amended its constitution integrating the ICMA Code of Ethics into the organization and codifying ethical behavior among its members. This integration impacted the behaviors that managers would display, and also played a key role in advancing governance throughout the world.

Although the Code of Ethics is designed to provide guidelines for managers, at its core it strives to provide citizens the opportunities to self-actualize on a level playing field. When adhered to in a consistent manner, residents, contractors and vendors don’t have to be concerned about fairness in political processes, stewardship of public funds among local officials, or corruption within the local government structure.

This is why the Code of Ethics is so critically important—to assist with the promulgation of the democratic process throughout our profession.

An Evolving Code

The world has evolved dramatically since the adoption of the Code in 1924 and continues to evolve today. To keep pace with the transformation nurtured by ICMA and local managers, the Code has been critiqued and reviewed a number of times, and subsequently amended in 1938, 1952, 1969, 1972, 1976, 1995, 1998. Guidelines for Tenet 7 were changed in 2013.

The ICMA Executive Board’s Committee on Professional Conduct (CPC) plays an important role for professional managers and ICMA members. It serves not only as the investigatory branch for allegations of malfeasance against the Code, but also as a link to our history for reminding us why ethical behavior is important.

CPC members help keep ICMA members accountable to the promises made by those in our past, who fought for fairness and equality along the way so that we and our children can have our own opportunities for self-actualization.

We use the Code as our guide to remind ourselves and members of where we have come from, and which course we must stay on, as we are entrusted with our communities' most valuable asset—quality of life.

Looking forward, we have to remain diligent in keeping up with the Code. We are in the midst of one of our most transformative periods in recent time. The speed and efficiency of technological advances pushes professional managers to be both educators and learners; challenges us to be reformers and to be reformed; and demands that we do this in real time on a daily basis.

To that end, we must ensure that the Code of Ethics remains front and center in our thinking and relevant to the changing times upon us.

That is why each year the CPC takes on the task of reviewing one tenet of the Code of Ethics. During my second year of CPC service, committee members evaluated Tenet 7, which speaks to political neutrality. This year, our efforts were focused on a review of Tenet 12, which provides guidance for endorsements.

Next year, there will be another review of a tenet that CPC members decide to take on. The amendments to the tenets and guidelines are important in keeping pace with the changing environment we all face. Equally important to keeping the Code relevant, however, is the conversation around the Code itself and the dialogue and opinions that we all have a right to share.

This conversation provides a forum so we as managers can debate the guidelines, words, and phrases but also preserve the basic principles behind the Code when it was originated 90 years ago: fairness and equality in public service.

None of us are perfect, and we all have moments that challenge our thinking and perceptions of ourselves and others.

Personally, I have benefitted tremendously by having had the honor to serve on this ICMA committee. I have learned more about myself and the Code of Ethics than I ever could have predicted. For each, single, teachable moment for members that I have encountered during my tenure, I have had two learnable moments for me professionally. The biggest takeaway for me is that it doesn't matter if you're an ICMA member or not, the manner in which local government professionals conduct themselves affects all managers.

Each day I strive to do my part to ensure that residents in the community where I work have the opportunity to chase their dreams and create positive memories about their life so they can share those memories with someone else. It's become part of what defines me as an ICMA member and a professional manager. It has become an intrinsic part of me.

The Public's Perception

The challenges for managers don't end with their management responsibilities. Whether we like it or not, working in the public sector casts an eye of scrutiny over all of us, regardless of our position or role in an organization.

Not so long ago, as an example, I was perusing my Facebook newsfeed and catching up on the latest births, announcements, pet updates, and food postings of my friends. I saw an article that was posted from someone on the East Coast, which is nearly 3,000 miles away from me, mind you, about a city employee who was being accused of misappropriation of public funds.

My friend commented, "Don't trust government employees, they are all corrupt!" I couldn't leave that hanging out there, so I commented to him that not all government employees are corrupt, and, in fact, a number of communities with millions of Americans are run extremely well. Fortunately, my friend clarified his comments and stated that he wasn't talking about professional managers like me and admitted that he made the posting out of frustration.

This is just one example of the perception some people have of public servants. It didn't even matter that the employee in question was a supervisor in a transit division; his actions had an impact on the general perception of all public employees.

It is not enough to simply be ethical in your personal dealings. We have to promote and emulate ethical behavior in our workplace, support our peers in their ethical behaviors, and dispel misconceptions as we carry out our workplace duties. In short, we have to take care of one another.

Ethics is one of the key pillars for professional management and a tenet for ICMA. This responsibility has been handed down to us by the nineteenth-century reformers who were the catalysts for monumental changes in government. Their dedication in eliminating conditions that fed corruption like a starving animal was the foundation for which future structures would rise and give way to opportunism for all Americans. They left us with a heavy burden in carrying out our duties.

Regardless of the position that one holds in a public agency, a high level of responsibility comes with the role. Public officials are not all cut from the same cloth; we are unique individuals with our own imperfections and varied opinions.

But the one thing we have in common is the responsibility to do our best to be stewards of the public funds and create opportunities for prosperity among all residents. If we don't, then the road that was paved with the actions of the reformers of the past will be the road that we head down into the future as we, ourselves, are reformed. **PM**

ENDNOTE

1 "The Legacy of Local Government Professionalism: A 100-Year Perspective," Robert J. O'Neill Jr., 2014, *The Municipal Year Book*, pp. x-xv.



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REFLECTIONS FROM AFAR

BY MICHAEL WILLIS, ICMA-CM

The “I” in ICMA has been part of ICMA’s DNA for 90 of its 100 years. That dimension sets it apart from our sister organizations round the globe and to the great benefit of all our members. ICMA has brought great value to its international members and also to numerous places around the world that have looked to our association to learn and apply the value of professional local government.

ICMA does great good for local government in the United States and around the world in dozens of countries, especially since Orin F. Nolting made international relations and expansion of the city manager form of government to other countries an ICMA priority in the mid-1950s.

As international members, we have been made more than welcome and been accepted as equals in our great profession. What members, including myself, have gained will of course differ from one person to the next. What follows is a personal international perspective on the value of ICMA, including a moment of truth that really crystallized it for me.

Paramount Importance of the Code

Many years ago at one of the first ICMA Annual Conferences I attended, a keynote speaker said that, “Text without context is pretext.” I’ve never forgotten it and regularly chant it at our senior management meetings. So what’s my context?

Some people have trouble holding down a job. Mine is holding down a country. I have served as a city or

county manager in three countries, starting off in my native New Zealand, then New South Wales (NSW) in Australia, followed by three years in the United Kingdom (UK), then back to Australia and to who knows where next?

I’ve been a member of the New Zealand Society of Local Government Managers (SOLGM), Local Government

Do the
right
thing—
always.

Managers Australia (LGMA), and the UK’s Society of Local Authority Chief Executives (SOLACE).

The one constant through that time is that I have been an active and long-serving member of ICMA, and was especially proud to be its president in 2005–2006. There is, however, a marked difference between the ICMA professional organization and those cited above.

It’s the ICMA Code of Ethics. Make no mistake. Some of our sister organizations

have them as well. The difference is that they are used more as guides to behavior, rather than as tools for both encouraging ethical behavior and more importantly, calling recalcitrant members to account.

The more I have become involved in ICMA and particularly through membership of its executive board, the better I have understood the paramount importance of the code to our profession, and its compelling moral suasion in driving what we do in our professional lives.

An Enduring Influence

Here’s some additional context. In NSW, corruption in public organizations is sadly a regular feature of public life. Set up some 20 years ago, the Independent Commission Against Corruption (ICAC) investigates serious allegations of public corruption, including allegations about public hearings, and makes findings of fact that in some cases lead to criminal prosecutions.

This is not some public body that is called into occasional action. It is a full-time agency with 100 staff members, a budget of more than \$20 million, and a regular provider of compelling drama for the media and the public alike.

Local government is one of its targets. Even so, professional associations—except in the more extreme cases—do not tend to take a lead or be active in promoting ethical behavior but rather have a stronger focus on professional and personal development.

With ICMA, of course, it's different. Its regular inculcation of the importance of the Code of Ethics and the concomitant need to call to account those who contravene its tenets has been a powerful and enduring influence on our profession and on us as members of it.

That's because it reinforces the value base that drives how we do our jobs, rather than just focusing on professional knowledge and skill. A question worth asking is, how can we imbue the international membership with the same sense of the paramount importance of the Code of Ethics?

That said, ICMA is undoubtedly the best source of professional knowledge and skill about our profession. That was brought home to me when I attended my first ICMA Annual Conference at Fort Worth, Texas, in 1990 as part of a manager exchange with Lee Walton, then city manager of Antioch, California.

Until then, going to the annual SOLGM conference in New Zealand was the highlight of my professional year. Our attendances were in the low hundreds, as befitting a country of some three million people, 30 million sheep, and 78 local governments.

In Fort Worth, I felt like a kid stepping into a management sweet shop, not knowing what to taste first. It was love at first sight. The sheer size and scale of the conference was something I simply hadn't contemplated.

Not only that, the array of choice and the excellence of the speakers and presenters, both then and since, far outweighed anything I had ever experienced.

An excitable exaggeration perhaps, but the key point endures. There is no better annual conference on professional local government management than ICMA's. It's why I have only missed four since that first one in Texas.

A Lifetime Network

As the years have rolled by, the annual conference has come to mean more to me than the chance to learn and be

astounded by what it has to offer. It's also the chance to catch up with valued colleagues who have now become firm lifelong friends. It's also the time when my partner Lyn and I take a good part of our holidays to revisit favorite parts

Speak truth to power.

of this great nation, as well as find new places to explore.

Obviously, my connection with ICMA has been a life-changing one. Stepping outside the comfort of my own country has been a huge part of my personal growth and learning, both as a professional local government manager and as a person.

I'd encourage my American colleagues to take the opportunities that ICMA has to offer you in seeing and understanding how local government works in other parts of the world. If my example is anything to go by, you too will be richly rewarded by what you see, learn, and experience.

Speaking Truth to Power

Let me conclude with the personal moment of truth I referred to earlier.

My mayor is an extremely forthright person. You'll never die wondering what she's thinking. As you would expect from someone whose mother also served on my city council and who herself was a member in the NSW State Parliament before joining the Shellharbour City Council, politics is in her blood.

When she was elected mayor by her fellow councillors, I found myself

dealing with someone who is savvy, determined, knows what she wants, and is still learning the meaning of the word "no." My regular interactions with her are vigorous and robust, which is probably why they are also productive and (almost always) amicable. Each year, senior staff and councillors celebrate Christmas with a dinner out at a local restaurant. Last year, the mayor and I were asked to say a few words.

She went first and after thanking everyone present for their efforts over the past year, turned in my direction and said: "Michael, I'd particularly like to thank you. We've had some difficult conversations and disagreements on matters, but I've always appreciated that fact that you are always determined to say and do the right thing and stick to it."

I was stunned. She had said something that I had taken for granted but had never heard it spelled out so plainly and publicly. It was like staring into a full-length mirror.

Now, why did her comments have such an impact on me, and what's the relevance to you as a reader of this article? Doing the right thing is at essence about the way we behave, and in a manager's case, to comply with ICMA's Code of Ethics. But for me it also reflects the need to speak truth to power and to give frank and fearless advice when it is needed.

Would this have meant so much to me had I not joined ICMA? I very much doubt it.

Small wonder then that when I heard the plaudit the mayor so kindly paid me this past Christmas, my first reflection was to think of ICMA and the value of doing the right thing—always. **RM**



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CANADIAN FLASHBACK

The Birth of City Management in Canada

BY DUNCAN CAMPBELL

It was March 20, 2013, just after 7 p.m. I was sitting at my desk in city hall as director general of Westmount, Quebec, Canada. At this exact moment 100 years earlier, the city council had voted to hire Westmount's first general manager.

Given that this was a momentous occasion, especially for all those people who have held the position in Canada ever since, I thought I would mark that anniversary by providing a brief back-

ground as to how all this came about. I would be remiss if I did not thank Sam Gaston, city manager of Mountain Brook, Alabama, who, as ICMA's president in 2011, mentioned to me that Westmount was the first city in Canada to take on this new model of municipal governance, one year after Sumter, South Carolina, had done the same in 1912.

We are fortunate to have a significant collection of archival material in Westmount, and with the help of the

Westmount Historical Association, I researched the history of this nomination.

A Business Orientation

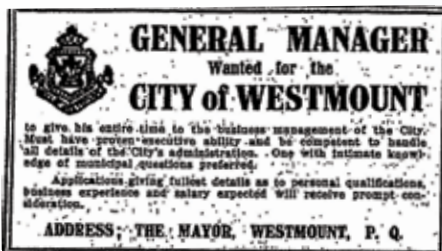
What prompted elected officials back in 1912 to move the city in the direction of having a general manager? It appears that the council at the time was extremely business oriented. Its members were business leaders of both Westmount and Montreal. So it would seem normal to them that the affairs of the city would best be managed by a single person on behalf of the council and, by extension, its residents.

It is also not surprising that Westmount was the first Canadian community to do this. The city has had a long history of being first in a number of areas in Canada, including supplying electricity to its residents and building the first public library. Just this past year, Westmount built the first underground arena complex.

In late 1912, a council discussion took place on the idea. One member proposed that rather than appoint a general manager, the council should appoint a board of directors to run the affairs of the city. Yes, a board reporting to a board!

That idea did not fly, nor did the same councillor's subsequent demand to have all the citizens vote on the prospective manager's nomination. Thank goodness that, too, was voted down as you can imagine what a precedent it would have set. The resolution to appoint a general manager was adopted unanimously as the dissenting councillor was inexplicably absent on the night of the vote.

CONTINUED ON PAGE 28



The search for Westmount's first general manager began with an ad that appeared in the *Toronto Globe* on February 21, 1913.

REVISITING CANADIAN HISTORY

Here are excerpts from a local publication and a Canadian newspaper in 1913 on the then-radical move to hire a general manager for Westmount. It is interesting to see similarities of the public's perception then as compared to today. One can see that this experiment was generally well-received although still with some reservation.

THE GENERAL MANAGER'S DUTIES

"The duties of the new general manager were embodied in a by-law put through at Monday night's council meeting. From present indications the new official will not have any idle moments, but if matters work out as the prospects point at present, the work he will accomplish and the check he will have on all municipal affairs will amply repay the corporation.

"The new arrangement places Mr. Thompson in precisely the same position as the general manager of a financial concern or manufacturing company with the mayor and aldermen holding the positions of president and directors. It is the best tried and most practical form of government as has been proven in the handling of these large concerns, but as this is perhaps the first time such a plan has been adopted in the management of a Canadian city, Westmount's experiment will be watched with no small amount of interest throughout Canada, and in fact throughout the whole continent.

"In Germany for a number of years the same system has been in vogue and is working with eminent satisfaction so that there is every reason to believe that Westmount's experiment will be the forerunner of many similar applications of the scheme."

– **Hubert Groves**, "The General Manager's Duties Outlines," *The Westmount News*, April 25, 1913, 200 Olivier Avenue, Westmount, Quebec.

THE NEW TOWN MANAGER

"Town management has become a trade. It is fast becoming an applied science. The strides gained by industry and commerce have wholly changed methods of business. Contrasts between present systems of governing cities and towns and of managing private concerns have brought about a weakening of our faith in common councils. So commissions and boards of control have been set up for greater efficiency, but still many citizens are not satisfied with resting on these changes. Hence a new proposal that has a good idea at the root is meeting with growing favour. It is to run cities by a general manager.

"The advantage of placing one man in absolute control of departmental heads in a private business are undisputed. Why should it not work out equally well for a city corporation? The principle obtains everywhere. No army could hope to gain the victory if it went into the field under the independent and separate command of major-generals.

"It must have a commander-in-chief. No ship could hope to weather Cape Horn if it sailed under the command of half a dozen mates of equal power and no captain. It must have an absolute chief officer. But cities try to do many separate duties under the guidance of so many officers who are free of the control of a higher officer and often grate on one another.

"Miles of pavements are laid down, new streets are opened, sometimes where they are not needed, sometimes where they have too long been necessary, sewers have been put down, water services have been furnished to thousands, parks have been opened or closed, public money has been spent (wisely or unwisely), markets have been too lavishly or too stingingly opened, and run; and no mastermind has been in control to dovetail and proportion these activities.

"A single master in charge with good practical and theoretical knowledge of all these works would surely lay out the public money to greater advantage. He could smooth down rough and discordant elements and harmonize the conflicting views of subordinated chiefs of departments, he could study the broad outlines of general improvements, and leave to the under officials the working out of their details; he could lay down regular, definite, and artistic plans for the general growth of the city, he could avoid the up-springing of many undesirable and unwelcome features of the larger cities, as the upgrowth of slums; he could keep his finger on the throbbing pulse of affairs and be ready to prescribe for any ills that might threaten trouble. In short, he could run the town."

– **Mr. W. Stewart**, *The Westmount News*, Friday, May 30, 1913, Westmount.

To this day, Westmount continues the practice of leaving the delivery of services to its residents in the hands of its administration.

CONTINUED FROM PAGE 26

The Search Begins

To fill the position, the council decided to place an ad in newspapers, and not just in Montreal but across Canada. The search began with an ad that appeared in the *Toronto Globe* on February 21, 1913.

The council nominated one candidate and by unanimous vote, George Thompson, who was already working in Westmount for the city's light and power department, became the first general manager of Westmount. He was given a raise of \$1,000, bringing his annual salary to the princely sum of \$5,000 per year.

1913–1930	George W. Thompson
1930–1951	Percy E. Jarman
1951–1960	Thomas J. Hughes
1960–1982	Norman T. Dawe
1982–1983	John M. McIver
1984–1986	Frank L. Davis
1986–1990	Peter Patenaude
1990–1993	Manley S. Shultz
1993–2008	Bruce St. Louis
2008	Duncan E. Campbell

Thompson died in office in 1930 and was given a civic funeral. All stores and offices in the city were closed in his honor that day.

Since 1913, Westmount has been served by only 10 general managers. This position is now called director general in Quebec, but it is also called city manager or chief administrative officer in other jurisdictions.

For the record, to the left is the list of the general managers who have served Westmount, Quebec, Canada. Turnover has not been that high.

A Steady Course

One of the key benefits of having a low turnover in the manager position and in public service generally is to provide residents with a stable administration. This trend is not limited only to the municipal sector but throughout Canada's three levels of government—municipal, provincial, and federal—where the public service ensures service delivery no matter what may be the politics of the day.

To this day, Westmount continues the practice of leaving the delivery of services to its residents in the hands of its administration. Elected officials set the policy and keep a vigilant eye on the city's matters, but they do not get involved in the day-to-day city business.

So the experiment of 1913 to appoint a general manager appears to have turned out well in Westmount and throughout Canada ever since. Like any relationship, it has had its share of ups and downs and occasional messy divorces, but the members of the Canadian Association of Municipal Administrators and all its provincial affiliates can trace their genesis back to that council meeting of March 20, 1913, when George Thompson was named the first general manager of the city of Westmount. **PM**

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A PERSONAL JOURNEY

From Farm Labor Camp to Aerospace Engineering to City Management and ICMA Leadership

BY SEVERO ESQUIVEL



Shown at the International Hispanic Network dinner in 2013 are [back row, left to right] Ruth Osuna, assistant city manager, Brownsville, Texas, and Noelia Chapa, assistant city manager, Coachella, California. They were two assistants and mentees who worked with retired manager Severo Esquivel, who is shown with his wife Cece. ICMA State and Affiliate Relations Director Rita Ossolinski, bottom right, was staff to the ICMA Hispanic Network.

Career and leadership begins with encouragement and mentorship from a number of people. In my case: my parents, my older sisters, parochial school nuns, high school teachers, and professional mentors. My first mentor, my dad, was born in Durango, Mexico, and had no formal education.

Our mother, born in rural pre-statehood New Mexico, completed education only to the third grade because to continue schooling, she would have had to leave home. Her biggest contribution to her children was love for education; all seven children finished college.

Our grandfather was a sheep rancher involved in statehood for New Mexico. He and our father lost their sheep in the 1930s dustbowl. Our parents then moved to California, became farm workers/laborers, and survived with lots of tenacity, hope, inspiration, and dreams for their children.

They were living in a farm labor camp in Tagus, California, when my sister Nieves and I were born. My birth certificate's address is Tagus Ranch, Cabin 28, Camp 7, a sort of "Grapes of Wrath" story. Mom and dad got us through that and much more. They were our foundation.

A Path of Encouragement and Inspiration

My journey continues in parochial school where I met my future wife and lifetime friend, Cecelia, in the second grade. Sister Francis, our teacher in the seventh grade, encouraged my interest in engineering and airplanes. Also, my sisters, Antonia, who encouraged all the younger siblings to get A's, and Frances,

who in 1949 was one of the first Latinas to go to UC Berkeley (AB cum laude), set a family standard.

High school teachers also encouraged me, especially my math teacher, Jack Bradley, and Kiwanis Key Club adviser Charles Buckton, who encouraged me to run for student body president—my first major leadership opportunity. There were not many role models in the 1950s, so my sister Fran was mine.

My goal was to become an engineer and follow my sister to Berkeley. The Berkeley experience included more than engineering. I listened to such speakers as President John F. Kennedy at the Greek Theatre, attended concerts, met with such Nobel Prize scientists as physicist Edward Teller, and went to sporting events.

Another inspiration was my hydraulics professor Dr. Hans Albert Einstein, Albert Einstein's son. I can still recall Dr. Einstein putting his hand on my shoulder while checking my hydraulics experiment in the lab. My major was civil engineering with a focus on structural engineering that included an aircraft design course.

Being hired by Boeing to work on a spaceship, the DynaSoar, was a dream come true. That program was soon cancelled, so I was assigned to the Minuteman ICBM program, and later as a design engineer on the original 737 design team.

I was also a design engineer/scientist supervisor on the DC8, DC9, and DC10 at McDonnell Douglas. The Minuteman assignment was quality control of the missile silos and control centers construction together with Air Force and Army Corps of Engineers officers. This heavy steel and concrete experience was useful later on major construction in

Phoenix, Arizona (freeways and Sky Harbor International Airport), and Fresno, California (baseball stadium and Fresno Yosemite International Airport).

I was at Minot AFB, North Dakota, during the Cuban Missile Crisis, during which SAC B-52s were on war alert. Boeing engineers had security clearance, which was checked regularly since Minot AFB was a prime target if the Soviets sent ICBMs to this country.

JFK was assassinated when I was at Warren AFB, Cheyenne, Wyoming, which resulted in another war alert. Aerospace engineering had a lot of useful experience for a future city manager, including confidentiality, creativity, experimentation, heavy construction, project management, scheduling, on-time performance, precision, quality, risk taking, tension, and stress.

On the Road to City Management

My transition to city management began with the National Urban Fellows (NUF), a program founded in 1969 by Frank Logue, a Connecticut lawyer, with the goal of increasing the number of minorities and women in national, state, and local government. His assistant was Laura DeLauro, now a congresswoman from Connecticut; she and Frank were mentors at the beginning of my transition.

The U.S. Conference of Mayors and the National League of Cities sponsored NUF, which was funded by the Ford Foundation. It was modeled on Japanese corporate mentorship, a method that emphasized being in the mentor's office, shadowing him or her at all meetings, and learning while on the job at the executive level.

NUF mentors were a U.S. senator, governors, mayors, city managers, and staff of the U.S. Department of Hous-

ing and Urban Development. National interest in the use of technology to solve urban problems, including technology transfer, also helped my transition.

Bill Donaldson, city manager of Tacoma, Washington, was one of the first to use technology in solving problems. Tacoma had a no-cost contract with Boeing that provided an engineer and a physicist to the city to conduct several experiments. Bill was on the NUF interview panel and saw me as an additional aerospace engineer for his technology team.

Bill, who was the son of a Dow Chemical Company vice president, was my first city management mentor. My 1972–1973 NUF fellowship began with intense study of urban issues at Yale University, continued with off-campus study while in Tacoma, and concluded at Occidental College with a master's degree in urban studies.

As an NUF mentor, Bill followed the Japanese model. My desk was in his office, and he took me everywhere, with small lectures along the way, continuing tutelage in urban studies. Bill signed me up as an ICMA associate member and took me to several Washington state association meetings.

At these meetings, I met other city managers who also became mentors and later were part of my being appointed as an ICMA at-large vice president. I was also able to go to my first ICMA conference in Seattle. Bill also included me in meetings with the mayor, councilmembers, and local corporate leaders.

Bill assigned me to work on several technology issues as an NUF fellow. These included design, construction, and interim operation of an upgraded, combined radio system and call center for police/sheriff/fire/public works/transit

(pre 911), and design of a hi-tech fireboat to replace a 1929 displacement hull fireboat. Police Chief Lyle Smith trusted me enough to assign the radio engineer, an officer, and a sergeant for my supervision on the radio/call center project.

Another project was development and implementation of a better method for long-term financing of local improvement districts (LIDs) for the public works and finance departments. It converted general fund borrowing to an ongoing LID bond program. I worked closely with a local bond underwriter and a Seattle bond counsel.

After the fellowship, Bill asked me to stay as an assistant to the city manager. I later became deputy city manager, and then assistant city manager when Bill became manager of Cincinnati—quite a transformation of an aerospace engineer to city management. I finished my MBA, begun at the University of Washington while working at Boeing and while working at the city of Tacoma. I completed it at a Southern Illinois University off-campus program at McCord AFB/Tacoma for Air Force officers, which included civilians to broaden the officers' experience.

I was in Tacoma for seven years. My first city manager assignment was Yuma, Arizona. Then it was deputy city manager of Phoenix and San Diego, and city manager, Pomona, California.

I stayed four to seven years in each city. Pomona was a special case of reengineering an organization from the bottom up, including filling several vacant positions and developing a new budget from scratch. In Pomona, consultants Dr. Bill Mathis, Mathis & Associates, and Jerry Newfarmer, president, Management Partners, were helpful to me as both consultants and mentors.

My ICMA Days

Getting into an ICMA leadership position was a totally unexpected journey. As mentioned before, being involved with the Washington state association was the beginning. At the time, the ICMA Executive Board had two nonvoting

assistants, but the Young Professionals Task Force, the National Black Forum of Public Administrators, and others were pushing for a change, that is, permanent voting board members.

The board put a constitutional amendment on a ballot, providing for two assistant at-large VPs; this was approved by a vote of the corporate members. I attended the 1975 conference in Toronto, where the board implemented the amendment. Within minutes of arriving at the hotel where I was staying, I got a call from ICMA staff, informing me that the board wanted me to attend its meeting. No reason was given.

My luggage was "lost" but fortunately arrived in time for me to shower, shave, change from my slacks, and rush to the meeting. Upon entering the board meeting, I was greeted by President Joe Miller, city manager, Bellevue, Washington, and Vice President Allen Locke, city manager, Kirkland, Washington. They likely nominated me for one of the at-large VP slots due to my Washington state association experiences. Judy Kelsey, assistant city manager, Westminster, California, was the other at-large VP.

Joe informed me of the appointment and that to start a rotation, Judy got a two-year term and I got a one-year term. As a consolation prize of sorts, the board appointed me to a four-year term on the ICMA-RC board. I served an additional four years and two years on the ICMA-RC Board of Trustees.

I was introduced at the ICMA conference convening session, after which I was inundated by dozens of assistant city managers and other young professionals with congratulations and suggestions. My wife and I spent the next year attending assistant organization meetings around the country and reported our findings and suggestions at quarterly board meetings.

Our first official board meeting was in Quebec City, Quebec, Canada, conducted by Jacques Perreault, city manager of Quebec, who was the first Canadian to serve as an ICMA president. Another first was when Sylvester Murray, city manager

of Cincinnati, Ohio, served as the first African American on the board. Diversity at the board level had begun.

Managers on the board became my mentors, too, and shared extensive quality experience. They included Mark Keane, Joe Miller, Allen Locke, Sy Murray, George Schrader (city manager, Dallas, Texas), Dick Bolin (city manager, Newnan, Georgia), Bob Kipp (city manager, Kansas City, Missouri), and of course Jacques, all who were always attentive and caring. Almost 40 years later, George and I are still in contact.

My RC Days

When I first began to work at ICMA-RC in 1976, as I recall, its total value was some \$7.5 million and was operating on an IRS Letter of Approval. Congressional approval of the 457 Plan was only a goal. So, in addition to focusing on investments, we spent time on marketing the plan to managers who were skeptical of the IRS Letter and of the concept, as well as the legislative effort to get congressional approval.

I made ICMA-RC presentations at several state association meetings. I recall one personal effort with the Oregon City Management Association, when the Oregon attorney general issued an opinion that would only allow investments in government issues (e.g., U.S. treasuries, agency notes, and so forth).

I knew most of the Oregon managers since the northwest associations (Washington, Oregon, British Columbia) met biannually. That led to creation of an ICMA-RC fund limited to those eligible investments. Once ICMA got congressional approval of 457 Plans, insurance companies jumped in with all kinds of promises, including no-fees, lower fees, and agents in the field.

At an ICMA-RC board meeting in Yuma, we made the decision to add regional field representatives and restructure fees. It was a split vote, primarily due to a concern by ICMA that the membership might then want ICMA field reps too, which it could not afford. That structure never material-

ized, though the ICMA Range Rider program was expanded.

ICMA-RC got near its first billion in asset value by the time I left. More reorganization and better management occurred later, which has led to much more success for ICMA-RC.

Mentoring Young Professionals

I've already described the mentoring process I learned under Bill Donaldson. His style became my approach, though I made additions to it. For example, I included secretaries so that they became part of a team in support of department directors and the manager's staff. This included monthly training sessions and a semiannual "retreat" at a local university. I also had the opportunity to mentor several young professionals whom I supervised, others in the organization, and some from other communities. Yuma, Phoenix, and Pomona provided the most opportunities to mentor young professionals.

Three examples of assistants who became managers are Ruth Osuna, Sterling Pruitt (Phoenix), and Noelia Chapa (Pomona). A fourth is Cora "Corky" Montanez, a management analyst in Fresno, who was promoted to the position of the aviation department's human resources director.

Corky had finished about a year of college, so I encouraged her to finish her degree and then an executive MBA. She also got experience as my assistant reorganizing a large general services department and on stadium and airport concourse construction projects.

Noelia had been a manager of a small city but went on to larger communities. Ruth and Noelia received promotions following the conventional methods—applications, headhunters, and interviews. Mentoring included taking them to meetings, coaching, and teaching them management techniques, especially budgeting. Ruth also worked at ICMA to assist with the Hispanic Network, where she gained association experience.

Sterling was a special case, having been passed over for several assistant department director positions. He had

been working in the Phoenix Office of Management & Budget for several years, where he assisted me with my five department budgets and the capital budget. When Ruth was promoted to an assistant director position, Sterling approached me about being hired for the new management assistant to deputy city manager position.

The problem was that deputies rated a management assistant II position whereas Sterling was a management analyst III. I convinced City Manager Marvin Andrews to make an exception due to the more than 2,000 employees in the five departments, several billions (1985 number) of citywide capital projects, and Sterling's knowledge of the departments. He would hit the ground running.

Sterling was interested in becoming a manager, so I assigned duties that would broaden his experience. I also redesigned his resume, including a functional work title other than management analyst III. He became assistant city manager of Beaumont, Texas, and later city manager.

Hispanic Emphasis

The founding of the ICMA Hispanic Network, now the International Hispanic Network (IHN), by a small group of Hispanic managers was another mentoring opportunity for me and other Hispanic managers. They included Joel Valdez, city manager, Tucson, Arizona; Alex Briseno, assistant city manager, San Antonio, Texas; Tony Ojeda, assistant city manager, Miami-Dade County, Florida; Jim Jaramillo, chief administrative officer, Albuquerque, New Mexico; Gavino Sotelo, assistant city manager, Odessa, Texas; Calixto Torres, management assistant, Hartford, Connecticut; and George Flores, management assistant, Phoenix, Arizona.

I first met Joel Valdez when ICMA met in Tucson in 1976 while I was an ICMA vice president. Joel became a mentor to all of us; he was like our Latino godfather.

Starting the network required some funding and staff assistance, so I met with ICMA Assistant Director Don Borut to explore options for ICMA assistance.

When the ICMA board met at the Grand Canyon Lodge, I enlisted the help of Joel Valdez and incoming ICMA President Roy Pederson, city manager, Scottsdale, Arizona.

We met for breakfast with ICMA Executive Director Mark Keane. Mark agreed to hire a new ICMA staff member to help us organize and secure funding for a Hispanic Emphasis Program. Ruben Mendoza joined ICMA in September 1978.

This small beginning resulted in federal funding that would eventually provide graduate scholarships to more than 200 Hispanic students seeking to enter local government service. This fellowship program—called the Hispanic Field Service Program—was uniquely funded by six or seven federal departments, starting with the U.S. Department of Housing and Urban Development. In addition, the fellowships were sponsored by a consortium of 16 universities. Several of the graduating M.P.A.'s are Hispanic municipal government leaders today.

Ruben would go on to organize a series of Hispanic Emphasis Program outreach conferences in Chicago, Los Angeles, New York, and Miami. The outreach conferences culminated in the National Hispanics in Government Conference held in 1981 in San Antonio, Texas.

This national conference drew more than 880 participants from local, county, state, and federal government. Such a small program and initiative eventually grew into the ICMA Hispanic Network and the current International Hispanic Network.

Mentoring young professionals was the most rewarding aspect of my career. Management challenges and completing major engineering projects in major cities, of course, were rewarding too. I've been truly blessed with the mentoring and many opportunities I received. **PM**



SEVERO ESQUIVEL, now retired, resides in Clovis, California (durangoesq@msn.com). George Flores, Buckeye, Arizona; Rolando Bono, San Antonio, Texas; Alex Briseno, San Antonio; and Ruben Mendoza, San Antonio, contributed to this article's Hispanic Network history compilation.

A REMARKABLE MANAGEMENT LIFE

BY SYLVESTER MURRAY

On November 19, 2013, former ICMA President Sylvester “Sy” Murray was interviewed by staff in Washington, D.C. What resulted was a fascinating collection of reminiscences from one of the earliest African-American city managers in the profession. The article published here was excerpted and edited from that November 2013 interview.

ICMA: How did you get started in professional local government management?

SM: I was born and raised in Miami, Florida, and Miami had had the council-manager form of government for a long time. I wasn’t aware of this until I went to college at Lincoln University in Pennsylvania. Stephen Sweeney, founder and dean of the Fels Institute of Government at the University of Pennsylvania, served on Lincoln’s board of trustees.

In those days, there were two schools that were well known for producing city managers: the University of Kansas and the Fels Institute. In my senior year, Stephen Sweeney, of Fels, came to me and asked what I wanted to do with my life. I told him my ambition was to become a lawyer so that I could go back to Miami, become the mayor, and do things for my people.

He said, “Are you aware that Miami operates with a council-manager form of government?” I said, “No. So what?” And he said, “Well, the mayor doesn’t do things in Miami. That’s a person called a city manager.”

He went on to say, “The advantage of being the city manager is that people select you based on whether you are qualified to be city manager. The mayor has to convince people that he is qualified.

“If you really want to go back and run the city of Miami, you need to go into city management. Come to my school.” And that’s how I got into the profession.

ICMA: Did you have other mentors along the way?

SM: Oh yes. I’ve had a number of them. Fels required students to have an internship, and the internship had to be with a city manager, but it could be located almost anywhere. So when it came time for me to get an internship, the school said, “We have an internship for you in a community near Philadelphia.”

I responded by asking, “But why? I’m from Miami. I now know it has the council-manager form of government, so I’d like to do my internship in Miami.” The response was, “Well, I don’t think that you *can* do it.” I said, “Why not?”

And they said, “You won’t be accepted. We’ve already tried it.”

I said, “Well, that doesn’t sound right. So let *me* go and try it. Who is it that you talked to?”

Fels staff had talked to the assistant city manager in Miami, and I went to see him and explained that I wanted an internship with him. And he said they couldn’t do it. I was insistent, but he said no.

I told him, “My family’s here, I was raised here, I finished high school here, and I want to serve an internship here.” He told me to come back the next day.

So I went back, and it was obvious that he had talked with the city manager at that time and maybe even looked up my family history to see how long I’d lived in Miami, and his response to me was, “We’re not going to give you an internship in the city manager’s office, but we will give you an internship at the recreation department in the black neighborhood.” This was in the early 1960s.

My response was, “No. That’s not acceptable. I went to the same school that you went to. I got the same degree as you. Did you serve an internship in the recreation department?” He didn’t respond. I said, “No, you didn’t. So I don’t want an internship in the recreation department,” and he told me, “Well, you make your decision.” So I left.

When I went back to Fels, I told the dean “I agree with you now. I can’t do my internship in Miami,” and he said, “While you were in Florida, we found another city for you.” That was the city of Daytona Beach. Another graduate of

Fels—his name was Norman Hickey—accepted me willingly and gave me extremely good guidance.

ICMA: Tell us a little more about him.

SM: Norman Hickey was a religious man from the Midwest. He said, “We’re going to give you this internship, and we really want you to do well and work with us.” I said, “Okay, I’ll really do my best.”

So there I was—in the front of the city manager’s office—and I was the only black man in city hall other than the janitor, who became a good friend of mine. But things generally went well.

ICMA: Run us through your career.

SM: I went to graduate school right after I earned my bachelor’s degree. But this was in the 1960s, when we had the draft, and I was drafted to go into the army. You could be deferred if you were in school, so that was another reason I got into a master’s program. I still finished before I was 25 or 26 years old or whatever age it was that you could be drafted.

After my internship in Florida—at the end of the six months—Norm Hickey offered to hire me. He had an assistant city manager already, so he was going to hire me to be an administrative assistant or management aide.

And then I got my draft notice, and Norm said, “Don’t worry. We’ll get you out of this. But, I told him no. “If my career is to be a city manager, chances are I need to serve in the military.”

Back in those days, you didn’t get to be city manager, or president for that matter, if you hadn’t serve in the military, particularly if you had been drafted. So I decided to go, and I was assured that my Daytona Beach job would be waiting for me when I came back.

My captain kept promoting me, and I kept helping people. The lieutenant colonel, who was the battalion commander, asked me to come to his office and volunteer to go to officer’s training school. He said I was obviously a leader of men, and that I should go

to officer’s training school and let the Army be my career.

I told him I wanted to become a city manager. He said, “Let me tell you two things. Number one, if you’re an officer in the military, you *can* be a city manager because during times of war, wherever we are located, our bases become like cities. So you can still be a manager and manage the base. Number two, no American city is going to hire you as its manager, so go to officer’s training school.”

My response to him was, “No thank you. I want to become a city manager of a city and not of a military base.” So I left the Army after two years and went back to Daytona Beach, got promoted, and eventually became director of the city planning and building department and did well there.

After two years, I sent out applications to become an assistant city manager because I wanted to move up. I received a letter from a man in an Illinois community who accepted everything about me on paper. He said, “We want to hire you. Please send us a picture so that when you come up for the onsite interview, we can share it with the newspapers.” So I sent the picture, and I never heard from him again.

Then I was hired over the phone by a man in Oklahoma who sent me a ticket to fly out and participate in a personal interview. He came to the airport to pick me up when I arrived, and I went up to him because he obviously didn’t know who I was.

He looked at me and said, “You’re Sy Murray?” I said, “Yes, I’m Sy Murray.” He said, “Mr. Murray, I’m going to have to put you back on the plane. The city council will not accept you. If I hire you, they will fire me.”

Eventually, I got an assistant city manager’s job in Richland, Washington. I moved from Daytona Beach with my wife and kids, and the transition worked out beautifully. I was there for about two years, and then I was asked to come to

the city of Inkster, Michigan, to interview for what would become my first city manager’s job.

I served Inkster for three years, and then I was invited to interview for a position with Ann Arbor, Michigan. I got the city manager’s job in Ann Arbor, where I stayed for six years until Cincinnati, Ohio, asked me to interview for the city manager’s job in that community. I was hired there and stayed for six years.

For each of my city manager jobs—and there were four of them—I was asked to apply, which made me feel really good. It was just like my mentor at Fels had told me: “You can run a city and somebody will ask you to come do it. You don’t have to go out and be elected.”

ICMA: Compare the demographics of local government managers today with those of past years.

SM: Blacks became managers, in the most part, after the 1970s, when we also became mayors and city councilmembers. During the ‘70s and after the riots that followed Martin Luther King’s shooting, it was popular to be liberal, and the councils and mayors were mostly white and many hired black city managers.

But after the 1970s and into the 1980s, whites began moving out of the cities into the suburbs—interstate highways facilitated that movement—and blacks became mayors and councilmembers, who subsequently hired blacks to serve as managers. So a considerable number of black city managers were hired because blacks were doing the hiring.

ICMA: Tell me how you got involved with ICMA.

SM: I got involved through the Fels Institute. Most city managers then either went to Fels or to Kansas. If you went to Fels, you became a member of ICMA automatically as part of your training. The deans of the schools often were involved with ICMA. So that’s how I got involved, by attending Fels.

ICMA: Did ICMA help you with your career and other various issues along the way?

SM: Yes, especially when I ran for ICMA office. You know, I was city manager of Cincinnati at the same time I ran ICMA's "council"—the executive board—and that was because the ICMA executive director and others encouraged me to run for president. They paved the way for me, so ICMA has been very much a positive part of my career.

ICMA: What was it like being a minority in a majority white profession?

SM: It was not the best situation. Back in the day, ICMA elections were based on a nominating process, and the person nominated through the nominating committee, invariably, was voted in as president.

The first year I was nominated by the committee, a write-in candidate won. He said it was his turn, and that he should have been nominated. [I interpreted

his remarks to imply] that a black city manager wasn't needed as president of the profession at that time.

The next year, I was nominated again and won. So that's how I became ICMA's first black president.

ICMA: Tell me about your teaching career.

SM: I was fired at my last city manager's job in San Diego, and it was a pretty contentious situation. At the time, San Diego was the largest city in the country that had the council-manager form of government, so I felt I had reached the top, if only for a short period of time.

And then when it became obvious that I was going to be fired, I received phone calls from cities asking me to apply to be their manager. But I just didn't feel good about city management.

I also received a phone call from Coopers & Lybrand, which at the time

was a Big Eight CPA firm, asking if I would work for the firm as a consultant and be placed on a track to eventually become a non-CPA partner. So rather than interviewing to become a city manager again, I accepted the Coopers & Lybrand offer. It was Coopers & Lybrand that brought me back to Ohio.

After several years with the firm and turning down a promotion that would have involved relocating to Detroit, I received a call from Cleveland State University. The dean said he wanted me to come and help build up the university's city management program. He offered me the right amount of money and the right faculty position.

I began teaching there as an associate professor, tenure track, at a very good salary. That's how I got involved in teaching. I spent 18 years at Cleveland State University and moved up from associate professor to full professor and to coordinator of the public management program.

We graduated a lot of students who went into city management. After 18 years I retired from that, bought a farm in Georgia, and thought I was going there to retire permanently. My farm was located close to two schools that offer public administration programs—Georgia Southern and Savannah State. Both schools asked if I would adjunct with them.

The adjunct at Savannah State turned out to be a full-time job, so I stayed there for four-and-a-half years. Eventually I found a new professor for the program and went back to the farm. After six months at the farm, I got a call from Jackson State in Mississippi, where they asked me to help them for just a year. And that's where I am now. **PM**



SYLVESTER MURRAY is distinguished visiting professor of public administration and policy, Jackson State University, Jackson, Mississippi. He served as ICMA's first African-American president in 1983–1984. To watch the entire interview with Murray, visit ICMA's anniversary website; click on "The ICMA Experience" and then the "Entries."



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ONE EXCITING TECHNOLOGICAL TRAJECTORY

BY COSTIS TOREGAS

In order to appreciate the major impact technology has played on the discipline and practice of local government management during the past 100 years, it is important to start with a meaningful definition: Technology is not just the information technology or IT that is so pervasive today, but any process or technique that helps us get more work done out of a given investment in salaries and equipment.

In this way, technology can be found when a solar energy strategy improves the sustainability of neighborhoods; when residents adopt a new way to transform yard waste into fertilizer; and, yes, when a town issues a great new cell-phone app that permits residents to take photos of potholes and alert managers to the problem.

ICMA Leads the Way

ICMA has been at the forefront of this technology explosion, not only institutionally with the creation of such organizations as Public Technology, Inc. (PTI), that had technology development and deployment as its sole mission, but also by providing direct training and educational sessions over the decades so that ICMA members could appreciate the changes under way and take advantage of them in an effective manner.

My own personal experience with technology at the local government level began in 1971 as an ICMA employee assigned to the executive director's office. I saw an incredible expansion of the technology knowledge that managers acquired over the intervening 43

international tours, and technology exchanges, what motivated ICMA members was a desire to improve on the status quo and push the envelope of productivity by expanding their skill set to include not only traditional public administration skills but also

The most significant change occurred in the 1980s with the information technology explosion that brought the introduction of large-scale computers in the financial and human resource functions.

years—from interacting with research and development managers at the GE Research facility in Schenectady, New York; to confronting privacy issues with Microsoft engineers at its Bellevue, Washington, campus; and engaging in solution searches for firefighting methods with the engineering leaders of the Naval Research Laboratory outside Washington, D.C.

In all of these encounters and many more, including countless workshops,

a working familiarity with the new jargon and new tools and approaches of technology management.

Impact of IT Explosion

The most significant change occurred in the 1980s with the information technology explosion that brought the introduction of large-scale computers in the financial and human resource functions. This, in turn, led to the 1990s

that brought home the power of the Internet, and, finally, to the twenty-first century when productivity and computing took a quantum leap with personal smartphones and cloud computing.

The impact was felt at three levels: at the **personal** level of the ICMA member and his or her use of such portable devices as the Mod100 all the way up to the I Phone 5c today; at the **organizational** level with the evolution from mainframes to PCs and now to networked smart devices in city halls and county courthouses; and finally at the **community** level where the needs and aspirations of individual community members can be identified and dealt with discretely and directly.

The community tier is now truly the new frontier as managers are trying to explore the benefits and challenges of open data strategies, as well as the

use of cloud computing and big data to create new service delivery approaches and improve efficiency for all government functions.

Guiding Principles for the Future

What's next? Truly an impossible question to answer, but here are a few guiding principles to help ICMA members resolutely address the technological future:

- Equity and fairness must pervade all our technological advances and implementations.
- Collaboration at all levels of the organization and with the outside world must lead the way.
- The human approach—the “orgware” element—must be allowed to dominate hardware and software considerations at all times.

This has been one exciting trajectory for ICMA and its members. In the first 100 years of the profession, the members have kept technology tamed and in check, working on behalf of all of us.

Let us hope that the same indomitable result of constantly improving and providing efficient services, pivoting away from organizational concerns and moving toward the needs of the individuals served by local government, and providing the gift of empowerment through democratic discussions with more and more residents is celebrated in the next 100 years! **PM**



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TEN ICMA MEMBER MUSINGS

In commemoration of ICMA's 100th anniversary, I asked local government colleagues across the nation, including those who serve with me on the ICMA Task Force on Women in the Profession, to describe memorable moments, including reflections on how times have changed as well as meaningful advice and insights that made an impact on them. Here are our stories. —*Pamela Antil*

► COMMUNICATING WITH RESIDENTS

At the beginning of my career in the 1980s, we primarily received communication about issues in the mail in the form of letters. In the world of local government, there was no such thing as e-mail. In fact, at that time, large private sector companies like IBM and the U.S. Department of Defense were the only entities that used it, to run internal networks. This all changed in the early 1990s when e-mail became available between organizations through a new thing called the "Internet."

E-mail was an awesome concept at the time, but it also created a lot of new questions. We began to receive "e-mail letters" from community members and struggled to decide what to do with them.

Should e-mail be considered a formal interaction with the city like a regular mailed letter? Should we answer the e-mail with an e-mail or a letter (honest to goodness!). Were e-mails subject to the open records law? And so on. We even had meetings about these looming questions. These meetings were important—the attorneys were there!

We used to answer all letters to the city within seven to 10 business days. Today, we know that the average person expects to receive a reply to his or her message within about two hours. E-mail is one of the technology advancements that certainly changed the way and the speed in which we communicate in local government.



Pamela Antil, ICMA-CM, assistant city manager, San Jose, California (Pamela.Antil@sanjoseca.gov). She serves as chair of the ICMA Task Force on Women in the Profession.

► THE BUSINESS LUNCH

In 1988, when I accepted a new position in a new community, I learned that I was not only a full-fledged member of the executive team but also a part of the monthly department head luncheon. We would go to a restaurant in town, into the back room, huddle with an additional dozen or so executives, and begin to drink. Not your "ladies who lunch iced teas," but full on "man cocktails" at noon on a workday.

I was young and on an upward trajectory in my career. I was enthusiastic about my chosen profession but somewhat tempered by this sense that I still had a lot to learn. I wanted to learn from those more experienced, so I looked to them for guidance.

But these guys (yes, they were all guys) could really enjoy their adult beverages of choice and settle into the afternoon for who knows what. Now, I was proud that I could hold my alcohol, but quickly came to learn that a lunch with martinis was rarely followed with quality staff work from me later in the afternoon.

Not wanting to rock the tippy boat, I continued to participate in these monthly guzzle-fests until finally, one day I realized that I didn't really like drinking at lunch. So, I broke rank and ordered an iced tea.

Within months of doing so, others came to realize too that drinking booze and lunch didn't really make sense any more. Today, I can't even imagine anyone drinking an adult beverage at lunch.



Alex McIntyre, city manager, Menlo Park, California (amcIntyre@menlopark.org).

► GENDER DISCRIMINATION

Years ago, I was once asked in an interview if wearing a skirt made it hard for me to do my job. At first, I was confused by the question, because I was not having any trouble with the suit and felt confident in how the interview had been going. The sad part is that this question came from a tenured manager.

I answered the question by stating I was not sure what that—wearing a skirt—was implying about the job or my abilities to do the work in a professional manner. The conversation thereafter confirmed it was about being a female in the management role.

I was later offered the job and declined it. A male was offered the job, however, at significantly more money and with no significant resume differentials. Unfortunately, this one experience opened my eyes and made me aware for the first time that there is still discrimination out there in the workforce related to gender.

I had not really seen it up to that point

in my career, and for this I was fortunate. I had always felt that I was an equal when competing for roles for local government positions because of the foundation of education and experience that brought my resume to the top of the list.

Today, I feel this continues to be the case. I have enjoyed increased responsibilities throughout my career, and I continue to develop my professional skills to meet the ever-changing environment of our profession. Local government offers women a great career and the diversity of experiences that come with working with people of all ages, backgrounds, and cultures.

It has truly enriched my life and allows me to work on my passion of helping others, skirt or pants!



Melissa Mundt, ICMA-CM, assistant city manager, Ames, Iowa (mmundt@city.ames.ia.us).

► BUDGETARY FINESSE

Some things in our profession have changed significantly, like being tethered to our e-mail and calendar by a smartphone versus pulling out a Day-Timer (remember those hardcopy appointment calendars?). One thing that I'm fairly certain remains the same is the combination of fear and excitement upon starting one's first local government management position.

During my first week on the job as assistant town manager in Massachusetts I remember being overwhelmed. Did my boss know more about my capabilities than I did? At one of the first meetings I attended with him, he presented to the town finance committee. He was a great speaker, but his knowledge of the town and detailed financial information was incredible . . . all without notes.

I wondered if I would ever be able to rattle off budget numbers and project details like that. What if I couldn't?

Preparing the budget was dropped squarely in my lap the following week, and I then spent countless hours doing something I had never done before. Less than six months later, I was making my own presentation to the finance committee. Low and behold, I didn't need my notes!



Mary Jacobs, ICMA-CM, assistant city manager, Sierra Vista, Arizona (Mary.Jacobs@SierraVistaAZ.gov).

► TECHNOLOGY

When I started work at the city of Palo Alto in 1995 as a lifeguard, we had no Internet service or computers at the swimming pool. In 2002, when I became the program manager, we still didn't have either one. The drop-in tickets and fees were collected with cash registers that were from the 1980s.

The gentleman who serviced the machines would always say that they were the finest for the time and how impressed he always was with how they lasted so long. He would tell me this every other day when he would come to fix them (yes, that's true, every other day).

In the end, by 2004 we had Internet service, computers, and a point-of-sales software system. These systems increased our controls and accounting. Occasionally, I do miss the early morning calls from lifeguards telling me the machines aren't working.



Khashayar "Cash" Alae, senior management analyst, Palo Alto, California (khashayar.alae@cityofpaloalto.org).

► A TIRED QUESTION

I have worked for three small rural counties in Virginia and in each case, I was the first female county administrator who the governing body hired. Also, in each case, the first question asked by the local newspaper reporter was some variation of, "How does it feel to be the first female county administrator hired?"

And in each case, I responded with some variation of, "Well, I hope that the governing body hired who they thought was the best person for the job!" I'm hoping that if I ever change jobs again, and happen again to be the first female county administrator or city manager for that locality, this same question will not be the first one asked! That would show progress.



Brenda Garton, ICMA-CM, county administrator, Gloucester County, Virginia (bgarton@gloucesterva.info).

CONTINUED ON PAGE 42

▶ THE LIGHTER SIDE

At a city council goal-setting session in 2006, staff introduced a reorganization of our community's environmental services division that would be reporting directly to me. During public comment at the session, one of our "regulars"—an older gentleman named Peter—got up to speak.

He said he did not support the new division because he felt that it would end up costing more money; it meant bigger government and would be unnecessary. Then he said, "Now, this isn't about Karen. I like Karen. She's attractive and competent."

At that point, I remember staring at my shoes trying desperately not to react. I snuck a glance up at the council, who were all actively trying not to look at me. I could feel all the department heads around me almost shaking trying not to laugh out loud.

I don't remember what else, if anything, Peter said. I just remember thinking, "Why do they never say 'competent' first?"

After the session—where the council wholeheartedly endorsed the new division—the councilmembers couldn't wait

to tell me how proud they were of their competent assistant city manager, and they and my coworkers made incessant fun of me for quite some time after that. I took it in stride.

It occurred to me that such a comment would never be made if I were male. It's frustrating to think that even now, regardless of how far we have come, females are judged first on their looks and, well, just being female.

But the fact that I was teased by everyone else in the room made me shift from being anywhere near angry about it to viewing it in a different light: utterly ridiculous. Sometimes laughing things off is the best way to handle them.

And Peter? He was always kind to me, perhaps because of how, um, competent he thinks I am.



Karen Pinkos, assistant city manager, El Cerrito, California
(kpinkos@ci.el-cerrito.ca.us).

▶ INTEGRITY FIRST

Thanks to the advice from a former boss, I have been able to survive the tough challenges that come with a career in local government. On my last day at work as an assistant to the city manager, he walked into my office to wish me well. "Remember," he solemnly stated, "If you lose your job you can always find another; but if you lose your integrity, you will lose everything."

Although I understood his message, nothing prepared me for the constant public scrutiny that plays a major role in a manager's typical workday. Regardless, amidst tough economic times, I managed to succeed by maintaining a professional demeanor, using new innovations, and taking responsibility when implementing unpopular decisions—all without compromising my integrity.

I have had the privilege of managing three communities and have shared his words of wisdom all along the way.



Jane Bais-Disessa, city manager, Berkley, Michigan
(jbais-disessa@berkleymich.net).

▶ A BALANCED LIFE

I've served as a city manager in three cities, and as a working mother of two school-age children, I am often asked how I balance the demands of the manager role with the competing expectations of motherhood. One key for me is having a supportive city council.

I have always been up-front with the councils I've served, and it starts with the interview. During an interview, I tell councilmembers that I have a family and family time is an important consideration for me.

I have been fortunate to work for councilmembers who have appreciated that I have children, and all of the councils have encouraged me to live a balanced life. Councilmembers I have worked with appreciate managers who bring a community perspective to the job and that includes the reality of being a working parent.



Linda Kelly, ICMA-CM, town manager, Windsor, California
(lkelly@townofwindsor.com).

▶ A SUPPORTIVE ENVIRONMENT

I received some good advice early in my career: If you have opportunity to work for a boss who will give you opportunities to grow, do it! What does this mean? Seek a boss and organization that will let you "take a project and run with it," while at the same time offering you consultation and guidance.

A boss who lets you take the reins will allow you to experience the world of work in a way that is most meaningful. When considering entry-level manager positions, an organization where the C-M form of government is strong will likely be a more supportive environment as you develop your career. Related to a strong council-manager government, a boss who is powerful in the organization (a long-tenured manager, a manager with a solid track record, and so forth) can provide you with stability as you manage the risk that sometimes comes with our positions. **PM**



Laura Fitzpatrick, ICMA-CM, assistant city manager, Rio Rancho, New Mexico
(lfitzpatrick@ci.rio-rancho.nm.us).

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A NEW FRONTIER IN DIVERSITY

BY PHILLIP SMITH-HANES, ICMA-CM

The rise of professional local government management over the past 100 years has coincided with a number of other societal changes in the more developed countries—the change from a predominantly agrarian populace to a primarily urban society, dramatic innovations in technology and transportation, and the blossoming of movements for social change, including equality movements for women and persons of color.

In the past 45 years of this span and particularly accelerating over the past 20 years, most developed countries have also experienced advocacy for rights on behalf of persons with non-mainstream sexual identities, including lesbians, gay men, bisexuals, transgendered persons, and persons of self-identified queer or questioning sexuality—collectively identified by the acronym LGBTQ.

Because sexual identity may not result in obvious characteristics making LGBTQ individuals recognizable to others as a distinct minority group, the political movement for LGBTQ rights has focused on the importance of self-identification, colloquially referred to as “coming out of the closet.” Yet, professional local government managers may tend to shy away from openly advocating an issue that some believe is in conflict with such other values as religious liberty.

In fact, one of the guidelines accompanying Tenet 7 of the ICMA Code of Ethics—Personal Advocacy of Issues—states

that “members may advocate for issues of personal interest only when doing so does not conflict with the performance of their official duties.” How do local government managers who identify as LGBTQ balance these expectations?

How do other managers include LGBTQ employees within the guideline to Tenet 11 that says “it should be the members’ personal and professional responsibility to actively recruit and hire a diverse staff throughout their organizations,” without running afoul of political dynamics within their communities?

Some Common Themes

To help shed some light on the state of these questions as ICMA celebrates its centennial, I interviewed eight self-identified lesbians and gay men who are ICMA members in the West Coast Region and are active local government professionals at levels ranging from analyst through city and county managers.

While they comprise only a small sample of LGBTQ members within ICMA, their responses did include common themes that offer valuable insights into how these managers negotiate the tensions inherent in serving entire communities while attempting to positively influence LGBTQ equality.

For most, tension exists between being privately proud of their identity and publicly cautious about what may be a controversial self-identification. One man, a management analyst in a mid-

size community, viewed this question through the lens of future employability: “I have had serious concerns about becoming politically active in the LGBT[Q] fight for equality where my name would be mentioned in newspapers or online as a vocal supporter, for fear of being viewed as an activist or someone who might have problems drawing the bright line between politics and administration in my professional life.”

Similarly, a woman who is city manager of a large community said, “I assume you won’t be using my name, because while I’m out in how I live my life, I’m not comfortable with my sexual identity being the reason I’m mentioned in *PM* magazine.”

Issues of Acceptance

I have personal experience with this private/public conflict. My husband was formerly involved in the political movement to extend marriage rights to same-sex couples. At one point, he wrote a letter to the editor of a local newspaper critical of the mayor of one of our local cities who had not been supportive of a resolution advocating extension of marriage rights.

That former mayor is now one of my employers as a member of the county board of supervisors. Fortunately for me, my husband’s letter opened a dialogue with this particular elected official, and she has been supportive of me in my professional capacity since she joined the board.

A second theme to emerge from my conversations is that the individuals I interviewed have varying experiences with discrimination, either to themselves or to their partners. One man, a city manager in the San Francisco Bay Area, responded with a flat “never” when asked whether he had faced discrimination because of his sexual identity and stated, “My partner has been treated no better or no worse than any other spouse. He has been very widely accepted.”

Former ICMA Executive Board member Pat Martel, city manager of Daly City, California, reports, “My partner/wife has been embraced and treated with absolute respect by my colleagues, the boards, and councils I have served and the public.

“I must admit that when I was elected to serve as a West Coast Regional Vice President on the ICMA Board and I took my wife to the first board meeting I attended so that she could participate in the Partners Program, there were a number of raised eyebrows. It was a first for both the board and the Partners Program. In due time, when the board members and their partners got to know both of us, they learned that we are ordinary people who have an extraordinary opportunity to help educate others about acceptance of differences.”

By contrast, another respondent said: “I felt attacked for my sexual identity when I was a finalist for the city manager position in [a city in Oregon], and a blogger wrote something about how I’d get the job because of me being a lesbian because [the city] was so politically correct, the implication being that I wasn’t necessarily qualified for the job.”

Similarly, the management analyst stated, “It has run the gamut from total acceptance to supervisors actively discouraging me from sharing information about my sexual identity and family status.” The Bay Area city manager who reported never having been discriminated against offered a caveat: “Things

might be different, though, in different parts of the state or country. It has probably made me more selective in where I choose to work.”

That sentiment was reinforced in a story related to me by former ICMA Executive Board President Bill Buchanan, county manager, Sedgwick County, Kansas: “Several years ago it came to my attention [that] some very good employees left our employment because we did not provide health insurance to domestic partners whether they were the same gender or not. I did some research and found that most of the local business community provided insurance for domestic partners.

“I visited with [elected officials] privately and had received only one objection to provide all employees with two-person or family coverage no matter what the status of the relationship. Within hours after we sent out the new policy to employees that included the ability to have domestic partners covered by the county’s health insurance, the phones began to ring. A firestorm of protests began, and the political support I had disappeared within 24 hours.”

A gay male county manager from Oregon offered a story about changing the mind of an initially non-supportive elected official in a former community: “One member of the council said he would not support hiring me as the manager due to me being gay. I later learned he was deeply religious.

“I agreed to the interview, they offered me the job, I accepted, and was appointed on a 6 to 1 vote. By the end of my tenure, the deeply religious councilor had become one of my most ardent supporters and said he was saddened to see me go.”

And the large-city manager was proud of her accomplishment in achieving benefits for other employees: “In two different Bay Area jurisdictions, I was able to demand that domestic partner benefits—before it became state law—be

extended to employees as a condition of accepting a job offer. This was when I was operating at a department-head level. In both jurisdictions, the city managers—and ultimately the councils—stepped up and did the right thing—benefiting me and my family, but oh-so-many others, too.”

Finding Mentors

A final theme to emerge from these conversations is that only one of the respondents, an administrative analyst with the city and county of San Francisco, had a mentor in the profession who was LGBTQ-identified. In that instance, it was a matter of happenstance.

“I randomly connected with this mentor through the Cal-ICMA program and did not know he was gay. I chose to reach out to him based on his qualifications and experience. Only afterwards did I learn that he was gay.”

Other respondents indicated that while they lacked LGBTQ mentors, they had supportive groups of LGBTQ peers. A suburban city manager in northern California, for example, stated it “would have been nice to have a mentor who was gay, but I did have a couple other city managers my age to talk to when needed.”

Advice Going Forward

It is dangerous to attempt to draw any conclusions from such a small group of individual professionals. They were, however, remarkably consistent when asked what advice they would offer to LGBTQ individuals considering local government management as a career in ICMA’s second century: “Above all else, be yourself.” And, “be strategic.”

This wisdom is likely applicable across the profession and throughout time. **PM**



PHILLIP SMITH-HANES, ICMA-CM, is county administrative officer, Humboldt County, California (psmith-hanes@co.humboldt.ca.us).

THE CHALLENGE OF CHANGING ORGANIZATIONAL CULTURE

For this special anniversary issue of *PM*, two ICMA members—Katy Simon and Darin Atteberry—are joined by author Rebecca Ryan to discuss cultural change and its implications for how local government organizations will conduct business in the future.

Leading for the Greater Good

In their 2013 book *Leading from the Emerging Future* (Berrett-Koehler Publishers, 2013), MIT's Otto Scharmer and Katrin Kaufer argue for a new world view that moves from a self-focused, ego-driven model of society to one in which government, business, education, and the broader community work for the well-being of the "oikos," which in Greek means the "whole household," creating institutional innovations for a truly global advancement.

It is this ecosystem model of enlightened and compassionate leadership to which public managers will also have to increasingly turn to ensure that their local governments and communities continue to thrive. Managers have learned, sometimes the hard way, that actions taken in isolation for a narrowly focused result cannot achieve the comprehensive greater good that residents, elected offi-

cial, and employees expect and require.

As they keep their focus on the greater good, the local government management vision—and its methods—will need to embrace a perspective of a borderless world—one that requires sustainable, cohesive, and integrated solutions that bring together neighbors, schools and universities, unions, business leaders, activists, young people, artists, seniors, and soccer moms and dads.

Whether it is addressing the consequences of mankind's ecological footprint, in which some scientists estimate that people are using 50 percent more resources than the planet can regenerate, or repairing the social spectrum in which billions of people live on less than \$2 a day, the strategies that managers adopt to lead their communities into the future will have to demonstrate an awareness that values and serves the well-being of all others.

A BIGGER VISION

So where does one start? Scharmer and Kaufer recommend focusing not on what should be avoided but on what should be achieved. In other words, start with a bigger vision of what can be built together for the well-being of the whole.

Then take time to observe and reflect on how what is happening right now can help local government managers move from the past to the future they desire. Next, accept the challenge to act and explore the future by creating pilots and prototypes.

And, most importantly, managers will need to have open minds, open hearts, and an open will so that they can conquer their own fears and help their organizations to make way for the new.

Managers are the architects of their communities' future. No one else is as uniquely positioned to ensure the best possible future for all constituencies. It's

your calling to take joyful responsibility for your communities and your profession as you lead boldly into a future that serves the greater good.



Katy Simon, ICMA-CM, is president, Simon and Associates, Reno, Nevada (ksimon@simonandassociates.us).

Building a Culture of Excellence

Excellence doesn't happen by accident. Throughout my career it has become increasingly clear that excellence—with individuals or organizations—is something that requires daily commitment and constant attention. Excellence takes time, effort, and passion.

As we move into the future of city and county management, I believe local leaders must have a deep commitment to excellence and continuous improvement. We have to change—and be prepared to change again—the way we do business.

The days of “trust-us” local government are behind us. Now and in the future, our role as managers includes modeling transparency in all our operations and actively pursuing authentic public engagement in order to best serve our residents. Our organizations need to be flexible and nimble, able to adapt and change as our communities evolve and residents' expectations continue to rise.

A MANDATE OF CONTINUOUS IMPROVEMENT

Building a culture of excellence is the best way to attract high-caliber staff, which in turn drives exceptional service and innovation within our organizations. That culture of excellence requires a deep commitment to continuous improvement, and ultimately is something that goes beyond a mission statement to become part of your city's and employees' DNA.

Of course, continuous improvement is the responsibility of individuals as much as the collective organization. As managers, we must challenge

ourselves and set an example among our colleagues for both personal and professional growth. We should expect our executive teams to do the same.

A CLEAR VISION

To be an effective manager in this kind of an aspirational environment requires extremely intentional work and a refined focus on community goals. While the future may not be clear, as leaders we must achieve clarity in the vision we develop for our organizations. We have to strategically align our resources to achieve that vision, and we must be resilient and able to embrace change, challenges, and new circumstances to keep moving forward.

We must persevere in building meaningful relationships with our elected officials, community partners, and staff. This relationship-building puts us in the best position to unite around shared community goals and work collaboratively toward those outcomes.

Remember that culture change doesn't happen overnight. It takes time, and it takes some trial and error. I tell my staff that outside of ethical, legal, or safety violations, mistakes are okay. It's how we learn, and it's how we ultimately arrive at the best solutions.

This spirit of learning and continuous improvement is deeply embedded in the city of Fort Collins. Excellence in pockets isn't enough to be a truly innovative and effective municipal government. It takes all of us continually pursuing a common mission.



Darin Atteberry, ICMA-CM, is city manager, Fort Collins, Colorado (datteberry@fcgov.com).

CONTINUED ON PAGE 48

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So 100 years from now, in 2114, it will feel quite similar to today—emerging from winter and facing a new spring.

The Next 100 Years

In 100 years, it's likely that local governments will be facing some of the same challenges they are today. But between now (i.e., 2014) and 2114, local governments will enjoy a spring, summer, and fall, and be in the midst of our next winter. Here are the possible scenarios:

Spring (years 2021–2042) will be a renaissance period in our communities. “Me” thinking will be replaced by “We” thinking as millennials, those born from 1982 to 2001, hit their stride as leaders and import their values of sharing, interdependence, and respect for diversity.

During this period, investments in parks and common spaces may rise in importance, and innovative communities will make breakthroughs in assets like affordable housing (we must have housing for *everyone*) and outcome-based education (we must educate *all* students). Trust in local governments may reach an all-time high.

Summer (years 2043–2065) will be a period when the iGeneration (born 2002–2020) asks deeper questions about why things are

as they are. These will involve issues that had long been taken for granted, including immigration, food security, and water rights, which will become front-page news. (Not that there will be newspapers.)

This could be a period of spiritual and moral reset in our country, similar in scope to the one ushered in by the baby boomers in the 1960s. It will, however, happen more quickly because our connectivity will be greater due to social networks. Local governments that operate transparently and in alignment with this shift in the zeitgeist will attract new residents and their communities will become the next generation's “best places to live.”

Fall (years 2066–2088) will be a period when the things built during spring start to show signs of age—physically, financially, and perhaps even morally. The country may retreat from “We” thinking back to “Me” thinking as institutions begin to creak and crumble.

Weaknesses in all systems will be exposed and a new kind of leader will emerge: one who capitalizes on people's fears and promises safety. During this period, local governments may become the “enemy,” an example of institutions that don't work and can't be trusted.

Winter (years 2089–2110) will start with a single, strong jolt to the nation. It could be an act of terrorism, a pandemic, a shock to food or water systems, a financial crisis, or something else. This jolt will set off a series of events that will pile on and leave the country feeling uncertain.

Individuals will trust only those closest to them, whether family or neighbors. Local governments will be forced to respond to issues they couldn't have predicted but nonetheless inherit. “Back to basics” will become the mantra, once again.

So 100 years from now, in 2114, it will feel quite similar to today—emerging from winter and facing a new spring. **PM**



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Rebecca Ryan is founder, Next Generation Consulting, Washington, D.C., and author of *Live First Work Second: Getting Inside the Head of the Next Generation* and *ReGENERATION: A Manifesto for America's Future Leaders*. She also serves as resident futurist for the Alliance for Innovation, Phoenix, Arizona.

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–Arnold Leak, Mayor of Valley, Alabama

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ABOUT THE AUTHOR:

Jim Zwack is the Director of Technical Services at The Davey Institute. Learn more from Jim at the ICMA Conference, where he presents: *When a Tree Falls, It Makes a Lot of Noise*. (Tuesday, September 16, 3:30PM-4:00PM)

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ALL ROADS LEAD TO RIGHT NOW

BY MONA MIYASATO

“I think we’re all here, at this time, for a reason,” the district attorney told a conference room of executives from various public agencies. “We’re here to provide leadership, together.”

It was three days after the May 23, 2014, tragedy in Isla Vista, a community of 23,000 people adjacent to the University of California at Santa Barbara. A young man with a history of mental health issues killed six students in a short period of time, and then himself, leaving a disturbing and chilling written and video record of his reasons.

Our entire nation experienced the tragedy. That night, the killer ended the lives of six young people and created a deep wound felt by an entire community.

That community was part of unincorporated Santa Barbara County, where I had been the county executive officer for five months and two weeks. I was still learning names of key staff, meeting community members, juggling weekly agenda issues, and preparing for budget hearings, which were only two weeks away, when the tragedy occurred.

In the days and weeks to come, I knew the staff would be inundated. The county sheriff would be at the center, but the rest of the organization would be enmeshed too. We would be managing

the onslaught of national media, coordinating responses, working with partner agencies to make progress, and providing healing and recovery to our employees and residents.

Upon hearing news of the event, my former boss, the county administrator of another jurisdiction, e-mailed me to offer support: “Let me know if you need anything.” I had worked with him in an assistant position prior to taking my current post, and for a moment, I thought: “Yes, can I have my old job back? I’m not sure I want to handle all this.”

But thinking of the wise words of the district attorney, I stopped. She was right: All past experiences have led me to where I am, right here and now.

Climbing the Ladder and Making Choices

My career looks like an intentional, straight climb up the proverbial career ladder, starting with an education in political science, economics, and public policy, followed by early jobs in the private sector, then as a government analyst, project manager, and assistant to the city manager. My past three jobs were in executive positions as deputy city manager, chief assistant county administrator, and now, county executive officer.

My career looks like something from an ICMA textbook. Yet, back when ICMA started, this was not the common path for local government managers. And even some 80 years ago, local managers were mostly men, only 13 percent had advanced degrees, and close to 77 percent had college degrees in engineering.¹

Today, a master’s degree in public administration appears to be more common, and there is more gender and ethnic diversity among top public administrators than when ICMA was founded.

While my path may be more the norm now, my choices have not been based on traditional notions. I’m a Generation Xer born after the baby boom but before the skinny jeans ilk. Like other Gen Xers I’ve known, my decisions are made more by the *types of activities or outcomes* I want to pursue or accomplish, not position titles I yearn to hold.

How can I best serve to resolve problems, build strong communities, and empower and develop resilient staff was the question I would ask myself. Basically, how can I make things better and work with really cool people in the process? Along the way, I’ve learned lessons that have helped me grow professionally and personally.

I began as an analyst and project manager in local government. I was the technical expert, the “go-to gal” with the detailed financial and legal information and knowledge.

As I advanced in my organization, my daily tasks changed from master of Excel spreadsheets and analysis to more ambiguous roles like meeting facilitator, conflict resolver, and influencer. This transition was difficult. My primary source of confidence and value to the organization had changed without a clear and conscious acknowledgement.

I had to adapt and realize that the skills responsible for my promotion, while important and foundational,

weren't necessarily the ones that would propel me forward.

Mighty Mentors Teach Key Lessons

Early on, it was also hard to see myself in the city or county manager executive suite when few others there looked like me. But others saw it in me, before I saw it in myself. I am fortunate to have had men and women mentors of various ethnicities and ages.

The city manager who pulled me into the manager's office was the first female city manager in that locality. She and the assistant city manager introduced me to ICMA and insisted I attend the annual conferences to get a better understanding of the field and relevant issues.

Another mentor was a city manager and former fire chief, whose advice I didn't always want to hear but in the end, taught me my most valuable lessons. My last supervisor would call me out when I became too intense and myopic. These individuals created a mirror so I could see my weaknesses as well as my strengths.

Going Beyond My Comfort Zone

In every position I've held, I had opportunities for projects that were somewhat out of my comfort zone. Earlier in my career, my supervisor asked that I coordinate a municipal bond issuance. I knew nothing about debt finance.

He handed me a weathered, red book titled *Fundamentals of Municipal Bonds* and said, "Here, read this." I read it cover to cover and led the project.

In a different city, the manager asked that I head the division responsible for services to the homeless, which had drawn greater attention that year. I had to quickly jump in, look at the data, determine whose expertise I could trust, and assess what could and could not be realistically accomplished.

Mostly, though, I had to develop emotional resilience to work on an

intractable social problem with no easy solution. That experience is something that I still draw upon today.

For these experiences, I had to be ready, not just willing. This meant being out of my comfort zone and acknowledging my learning curve. It also meant addressing staff's anxiety about change and developing a sense of rhythm and timing concerning how much I could achieve given my time in the department.

In short, it prepared me—gave me cellular memory—for taking on new challenges.

Creating More

I also learned that encouraging others to step up, giving them the tools and confidence to thrive and also make mistakes, really does create more energy, creativity, and ability. That's not just something your human resources director wants you to believe—it's true.

We know this approach requires time and discipline, including our own personal commitment, to ensure the energy is harnessed and directed toward the right things in the right way. It also requires systems that are flexible enough to accommodate changes in positions and jobs and believers who are willing enough to try new ways of working. All this takes work.

Drawing Strength From ICMA

Creating more has also meant giving back. When I began attending ICMA conferences more than 10 years ago, I saw few people who looked like me—under 40 (at the time), Asian American, and female.

At one of my first ICMA conferences, I met a group of several Asian American local managers from across the country. I must have looked like the young, lost pup. Later, I gave a demonstration in the tech forum and was disappointed by the small attendance (maybe four people).

At one point, I looked up to see my newfound colleagues huddling in

the back, cheering me on. I'll always remember that moment.

Each year at ICMA conferences we would gather and some five years ago, almost all were gone. They had retired. After lamenting this situation, the few remaining realized we were now "it." The "Next Gen," whose growth ICMA nurtured over the past decade is the "Now Gen."

And a variety of people are now in the mix. I've met people who spent healthy careers in the private sector before launching into local government. I've met more women city and county managers, as well as men, who've juggled children and career.

I've seen younger people intent on working in the field with innovative ideas and high spirits. I've witnessed a change in demographics at ICMA conferences. There appears to be more age, ethnicity, gender, and geographic diversity than I remember 10 years ago. There is always more that can be done, but all of this progress is *creating more*.

In the end, this is the most significant lesson I've learned, and our profession has allowed all of us to do this—create more for our communities and organizations. My former boss e-mailed me the other day to ask: "How are you doing?" This time I thought: "Doing great."

Why? I'm fortunate to be working where I am, surrounded by inspiring people doing great work to make life better. There's no other place I would rather be, or should be, than right here, right now. **PM**

ENDNOTE

1 "A Changing Profession" (Source: ICMA's 2000, 2002, 2006, and 2009 State of the Profession Surveys and *The Rise of the City Manager*, by Richard J. Stillman II, 1974); revised 3/29/10.



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MILLENNIALS ARE READY TO TACKLE CHALLENGES

BY TERESA TAYLOR

In September 2013, I began a local government management fellowship with the city of Decatur, Georgia. I was given a rigorous workplan of projects for various departments. My workstation was adjacent to the office manager who answered the main phone line for the city.

Throughout my fellowship, I listened to the office manager deal with calls from residents. I learned quickly that “Ms. Bertha,” as she was called, had a special way of calming a person down by relating to their issue and letting them know that “everything would work out just fine.” She always made sure callers felt better before transferring them to another department.

Sometimes people called with issues not even related to the city, but she would try to find them the best resources to deal with their problems. This experience taught me a lot about the success of Decatur. City staff members strive for everyone to always have a good experience when interacting with the city.

I found out that the city had considered switching to a more automated phone service but decided not to because it wanted to keep the “personal touch.” While there is a demand for technology that makes processes more efficient, so far we haven’t invented anything that can replace that feeling you get from human interaction.

Challenges Aplenty

The world is constantly changing, but for some reason things seem to be moving much faster now than ever before. Daily technological advancements are allowing people to seek out more innovative solutions in the search to live an easier life.

Information is the biggest commodity of the twenty-first century and technology has changed not only the way we receive information, but the number of people who have access to it. The demand for up-to-the-minute information is at an all-time high and local governments are not only putting information online for their residents, they are also soliciting feedback.

Economists say we are out of the recession; however, the country is still dealing with its aftermath. People do not feel the same sense of stability that we once did. Recent college graduates certainly are experiencing this unsettling uncertainty.

This has caused many new graduates to either take jobs they are not interested in or to take jobs for which they are overqualified. Or perhaps they go back to school for higher levels of education. This is creating an ever growing pool of highly educated and highly qualified candidates for local governments to recruit from; however, many local governments are also dealing with strained budgets.

The United States has also become far more diverse than it once was. African Americans and Latinos now make up 30 percent of the population, and the Latino demographic is growing every day. In my opinion, there still are major gaps in employment, educational achievement, and pay when compared to the white population in America.

With the world in its current state and changes happening so quickly, envisioning the future is an even more difficult task. I believe the key issues millennial managers will face in the future will be coping with the economy, leveraging technology, achieving high-level communication skills, and fostering partnerships.

A Cyclical Economy

Economies are described as cyclical by futurist Rebecca Ryan. She uses the seasons to describe periods of growth and prosperity, followed by periods of decline that end with a type of cleansing that will lead back to the periods of growth. Right now, we are still in what Ryan has coined as “winter.”

This period will not last forever and “spring” will return, bringing with it the growth that will lead our country back to the prosperity that had been the norm during the lives of baby boomers. Ryan predicts this spring to begin after 2020, when

millennials will start dominating the managerial workforce.

Springtime growth will lead to periods of increased revenue for governments to have at their disposal. A manager in Ryan’s spring cycle will feel the obligation to spend the extra revenue on improvements to his or her community.

Good managers will not only think of their current residents, but we will also think across generations and build reserves for the future. Staying future-focused and cautiously optimistic in the spring and summer will help make winter easier when it returns again in the future.

Achieving Balanced Communication

Due to current technology, people have developed an expectation of having access to up-to-the-minute information. This trend is sure to continue and will likely lead to us having access to even more information.

I found out that Decatur had considered switching to a more automated phone service but decided not to because it wanted to keep the “personal touch.” While there is a demand for technology that makes processes more efficient, so far we haven’t invented anything that can replace that feeling you get from human interaction.

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With the world in its current state and changes happening so quickly, envisioning the future is an even more difficult task. I believe the key issues millennial managers will face in the future will be coping with the economy, leveraging technology, achieving high-level communication skills, and fostering partnerships.

Through innovation, we will find ways other than surveys and e-mail blasts to better engage residents.

Social media has already begun a transformation that makes it easier for residents to share their demands and ideas with the powers that be. We will be able to quickly gain feedback or give information to residents without disrupting anyone's regularly scheduled program.

Predicting what future transformations will look like is impossible, but millennials may be one of the most prepared generations of managers in terms of adapting to quickly changing models and processes. While the masses may crave efficiency and quickness, however, everyone may not like this model.

Some individuals will always appreciate good old-fashioned human interaction. The next generation of good managers must be able to engage with the community through technology, while not losing sight of the need to interact in a face-to-face manner. It is essential to find the balance that makes their community happy.

Leveraging Technology

It's evident that new technologies will increase the ease of communication, but new technologies will also allow local governments to provide old services more efficiently and new services without nec-

essarily needing to increase the size of the workforce. This is important since salaries and benefits often make up the largest percent of local government budgets and as long as we are in the winter period, budgets are not likely to rise dramatically.

Good millennial managers will be tasked with deciding which new technologies are right for their communities and to assure that their government can function without them, especially if a disaster were to strike.

Emphasis on Partnerships

It only takes a quick look on social media to realize that people are complaining about politicians who are not willing to work together. They also want as many quality services as possible without an increase in taxes. Local governments will need to be open to working in partnerships.

In the future, some services may be offered as self-service to residents. This will help keep residents engaged and committed while creating a feeling of shared responsibility for such programs as "adopt a fire hydrant," for example, where Bostonians claim responsibility for shoveling out a fire hydrant after it snows. This would normally be a job for the public works department.

These types of partnerships with residents may become more prominent.

In the future, people may sign up to help with more basic city functions. Communities with educated populations could partner with residents on jobs from translation services to Web design. Not only will residents work with the government and the private sector, but other forms of governments will also be expected to work together to create a more efficient output.

Since there is such a demand for advertising in nontraditional formats, governments may even start leveraging space on their websites or publicly owned equipment and vehicles. Governments also will start working together to provide higher-quality services. Local governments may begin sharing everything from whole departments to capital assets with their neighbors.

Millennials: Ready to Tackle Challenges

Millennials, like myself, are well suited to take on this future world, because we have dealt with great change, which will keep us cautiously optimistic in our decision making. Millennials have grown up seeing and embracing major innovations in technology and communication. Growing up in a more diverse America than has existed before will make it easier for my generation to foster partnerships.

While millennials may be a highly educated generation, scholars, have written that the challenge of retaining these professionals will be more difficult than with previous generations. Again, as a millennial, my observation is that this generation doesn't believe that the stability other generations enjoyed is still possible.

We have seen so much economic uncertainty that job stability is attractive; however, we want a job that will allow us room for growth while keeping us stimulated, challenged, and fairly compensated. Millennials are dealing with more student loan debt than past generations, so financial compensation is an important issue for graduates.

Local governments, much leaner in these tough economic times, will find it challenging to keep millennials who want to advance or receive higher compensation faster than the employer can afford. Our ambition will make us great employees, but it may also make us more fluid.

I recently chased an opportunity and moved to the city of Chamblee, Georgia, where I can gain more experience as the assistant to the city manager. It was difficult leaving my first community, but my interest in taking on challenges has made this experience exciting.

Our ambition will make us unafraid to move to different communities and

spread our knowledge. The lack of keepers of institutional knowledge, however, may become an issue for employers.

ICMA's Adaptation to a New World

ICMA will have to make some changes in order to adapt to a new world. Communicating on new platforms will be expected, as well as using new ways to contact and engage its membership. It will have to help encourage and support partnerships and not just individual governments.

ICMA will have a more diverse membership and will have to figure out how it can support the changing needs of its new constituency. The association

will need to continue encouraging the newest generations to enter the public service workforce through programming like its fellowship program.

In the future, virtual fellowships may take place to give entry-level leaders opportunities, but cut down the cost to local governments. Overall, ICMA will need to adapt and rise to the occasion to support whatever new challenges are sure to exist in the future, just as it has done with the millennials of today. **PM**



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PM TRANSITIONS

Here's how the logos and covers of *Public Management* (PM) have looked over the years:



1964



1974



1990



2002



2014

THE FINAL WORD

BY SIMON FARBROTHER, ICMA-CM

Managing local government is complex and challenging. That's why we choose it and love it. In the years ahead, the complexities we work with every day will only multiply, which is an intriguing proposition.

No matter what size local government we work in, we will continue to deliver an incredibly diverse array of services on a 24/7 basis. In a globalized world, we will all need to work hard to keep our communities competitive.

We now understand that our residents and our staff want to be more involved in the conversation about our business and our communities' futures. That alone has added new dimensions to a manager's work, but combined with ever-growing expectations for transparency, we as leaders need to expand our skill sets.

It Will Storm

Many factors beyond our control can affect our communities, from the economy to other levels of government to extreme weather patterns. What is within our span of influence are people, money, and technology.

While the latter two are significant enablers, it is people who will transform our organizations. The best way to expand our capacity is by better empowering staff members to respond to change and strive for innovation.

There are four key areas of work with staff. First, we need to ensure our efforts

Many factors beyond our control can affect our communities, from the economy to other levels of government to extreme weather patterns. What is within our span of influence are people, money, and technology.

are aligned to strategy. When a council outlines a vision, all the work that staff does should be directed toward bringing that vision to life.

Second is delivering our day-to-day services in the most efficient, effective way possible. We earn the freedom to innovate by earning the councils' trust.

Third is working hard to keep the lines of communication open with employees. They need to understand the organization's direction in order to make smart decisions in their work. Communication is the life blood of an organization.

Mobilize

Finally, and most importantly, is building a culture that fosters creativity and innovation. Shared values keep the individuals in an organization moving forward together. Staff members need to understand they have permission to act responsibly and to be clear on their accountability.

Cities, towns, and counties are the economic engines of a country—its personality to the world and the centers of creativity and innovation. Our call to action, as local government managers, is to mobilize staff to meet the opportunities for change and growth that lie ahead. **PM**



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1915 – Henry Waite
1916 – O. E. Carr
1917 – Gaylor Cummin
1918 – C. A. Bingham
1919 – Harry Freeman
1920 – A. E. D. Hall
1921 – L. M. Osborn
1922 – Louis Brownlow
1923 – Earl Elliott
1924 – C. W. Koiner
1925 – H. G. Otis
1926 – Fred Locke
1927 – John Edy
1928 – R. W. Rigsby
1929 – Clifford Ham
1930 – Stephen Story
1931 – Charles Carran
1932 – C. A. Dykstra
1933 – Willard Day
1934 – H. L. Woolhiser
1935 – Hollis Thompson
1936 – I. C. Brower
1937 – E. L. Mosley
1938 – J. Bryan Miller
1939 – L. P. Cookingham
1940 – Roy Braden
1941 – Franklin Cloud
1942 – E. M. Knox
1943 – Frank Hanrahan
1944 – J. R. French
1945 – J. R. French
1946 – Don McMillian
1947 – C. A. Harrell

1948 – John Ames
1949 – Robert Flack
1950 – Leonard Howell
1951 – Bill Taylor
1952 – Clarence Elliott
1953 – George Bean
1954 – Ross Windom
1955 – Russell McClure
1956 – Samuel Vickers
1957 – Carleton Sharpe
1958 – Arthur Owens
1959 – W. K. Willman
1960 – Woodbury Brackett
1961 – Elder Gunter
1962 – Wayne Thompson
1963 – Bert Johnson
1964 – Mark Keane
1965 – Joseph Coupal
1966 – David Rowlands
1967 – John Patriarche
1968 – John Wentz
1969 – David Burkhalter
1970 – John Stiff
1971 – Graham Watt
1972 – H. D. Weller
1973 – E. Robert Turner
1974 – Richard Custer
1975 – L. Joe Miller
1976 – Jacques Perreault
1977 – Robert Kipp
1978 – Lawrence Gish
1979 – George Schrader
1980 – Thomas Dunne
1981 – Walter Scheiber

1982 – Stan Kennedy
1983 – Sylvester Murray
1984 – David Taylor
1985 – John Dever
1986 – Buford Watson
1987 – Osmond Bonsey
1988 – G. Curtis Branscome, ICMA-CM
1989 – William Baldrige
1990 – Revan Tranter
1991 – J. Peter Braun
1992 – Roy Pederson
1993 – Daniel Kleman
1994 – Karl Nollenberger
1995 – Norman King
1996 – Donald Gerrish
1997 – Gary Gwen
1998 – Bryce Stuart
1999 – Kinsley Sampson
2000 – Bruce Romer
2001 – David Mora, ICMA-CM
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2003 – David Krings, ICMA-CM
2004 – J. Thomas Lundy, ICMA-CM
2005 – Michael Willis, ICMA-CM
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2007 – Edwin Daley, ICMA-CM
2008 – David Limardi, ICMA-CM
2009 – Darnell Earley, ICMA-CM
2010 – David Childs
2011 – Sam Gaston, ICMA-CM
2012 – Bonnie Svrcek, ICMA-CM
2013 – Simon Farbrother, ICMA-CM
2014 – James Bennett, ICMA-CM

100 YEARS: ICMA ANNUAL CONFERENCES

1914 – Springfield, OH	1948 – Mackinac Island, MI	1982 – Louisville, KY
1915 – Dayton, OH	1949 – Palm Beach, FL	1983 – Kansas City, MO
1916 – Springfield, MA	1950 – Houston, TX	1984 – San Antonio, TX
1917 – Detroit, MI	1951 – Poland Spring, ME	1985 – Philadelphia, PA
1918 – Roanoke, VA	1952 – Kansas City, MO	1986 – San Diego, CA
1919 – Indianapolis, IN	1953 – Los Angeles, CA	1987 – Montreal, PQ
1920 – Cincinnati, OH	1954 – St. Petersburg, FL	1988 – Charlotte, NC
1921 – Chicago, IL	1955 – Bretton Woods, NH	1989 – Des Moines, IA
1922 – Kansas City, MO	1956 – Banff, AB	1990 – Fort Worth, TX
1923 – Washington, DC	1957 – Washington, DC	1991 – Boston, MA
1924 – Montreal, PQ	1958 – Dallas, TX	1992 – Reno, NV
1925 – Grand Rapids, MI	1959 – St. Louis, MO	1993 – Nashville, TN
1926 – Colorado Springs, CO	1960 – San Francisco, CA	1994 – Chicago, IL
1927 – Dubuque, IA	1961 – Miami Beach, FL	1995 – Denver, CO
1928 – Asheville, NC	1962 – Philadelphia, PA	1996 – Washington, DC
1929 – Fort Worth, TX	1963 – Denver, CO	1997 – Vancouver, BC
1930 – San Francisco, CA	1964 – Chicago, IL	1998 – Orlando, FL
1931 – Louisville, KY	1965 – Montreal, PQ	1999 – Portland, OR
1932 – Cincinnati, OH	1966 – Phoenix, AZ	2000 – Cincinnati, OH
1933 – Chicago, IL	1967 – New Orleans, LA	2001 – Salt Lake City, UT
1934 – St. Louis, MO	1968 – Detroit, MI	2002 – Philadelphia, PA
1935 – Knoxville, TN	1969 – New York, NY	2003 – Charlotte, NC
1936 – Richmond, VA	1970 – San Diego, CA	2004 – San Diego, CA
1937 – New Orleans, LA	1971 – Hollywood, FL	2005 – Minneapolis, MN
1938 – Boston, MA	1972 – Minneapolis, MN	2006 – San Antonio, TX
1939 – Detroit, MI	1973 – Boston, MA	2007 – Pittsburgh, PA
1940 – Colorado Springs, CO	1974 – Dallas, TX	2008 – Richmond, VA
1941 – Hollywood, FL	1975 – Seattle, WA	2009 – Montréal, Québec
1942 – French Lick, IN	1976 – Toronto, ON	2010 – San José, CA
1943 – Chicago, IL	1977 – Atlanta, GA	2011 – Milwaukee, WI
1944 – Chicago, IL	1978 – Cincinnati, OH	2012 – Phoenix/Maricopa County, AZ
1945 – (No conference)	1979 – Phoenix, AZ	2013 – Boston/New England
1946 – Montreal, PQ	1980 – Kiamesha Lake, NY	2014 – Charlotte/Mecklenburg County, NC
1947 – Coronado, CA	1981 – Anaheim, CA	

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